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ABSTRACT

In 1992, the Board of Governors of the California Community Colleges held a special study session on how the system should respond if resources were not sufficient to fund the colleges' role within the Master Plan for Higher Education. This report summarizes testimony provided during the session, which focused on the following themes: college mission; access; enrollment priorities; governance; and finance. The first presentations are by representatives of the California Community College Trustees Association, the Chief Executive Offices of the California Community Colleges, the Academic Senate, and the California Student Association of Community Colleges. Next, the report offers 22 presentations by various districts, associations, and coalitions, and individuals. As the whole, the presenters felt that it was essential that the community colleges' role be maintained as set forth in the master plan. While several speakers emphasized one or another of the colleges' major functions (e.g., transfer and career education, basic skills, and English as a second language) as having priority, most testimony gave equal weight to each. The open access philosophy of the master plan was considered most at risk from the continued underfunding of the community colleges. Most speakers addressed the issue of who is to enroll in classes when resources are scarce. While there was substantial agreement on the need to set such priorities locally, there was less agreement on the desired specifics of such priorities. Most speakers reiterated the need to make decisions about curriculum and enrollment priorities at the local level. In general, speakers argued against any increase in the flat enrollment fee. With respect to the Board of Governors' Basic Agenda, speakers' comments focused on ensuring educational quality, implementing state legislative reform mandates, improving the system's image, accommodating enrollment demand, fostering diversity, and providing assistance in economic development. (JMC)

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Board of Governors
California Community Colleges

Special Study Session

Friday, January 10, 1992

Policy Analysis Division
Chancellor's Office
California Community Colleges
1107 Ninth Street
Sacramento, CA 95814

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JC920104

Friday, January 10, 1992
Full Board
8:00 a.m. – 1:00 p.m.

Hyatt Regency
1209 L Street
Sacramento, California 95814

SPECIAL STUDY SESSION

This item provides a forum for discussion of how the system should respond, if resources are not sufficient to fund the California Community Colleges role within the Master Plan for Higher Education. The Board of Governors is inviting public comment on enrollment demand and proposed strategies for responding to that demand. The four major constituents of students, faculty, administration, and trustees, represented by the California Student Association of Community Colleges (CalSACC), Academic Senate, Chief Executive Officers of the California Community Colleges (CEOCCC), and the California Community College Trustees (CCCT) Association, have been invited to present first. These four major groups will be followed by any other group, organization, College, District, or individual who has requested to be on the agenda. All testimony should be presented in writing at the time of this session.

Introduction and Overview	David Mertes, Chancellor
Association	**Representative**
California Community College Trustees (CCCT) Association	Isobel Dvorsky, President (Trustee of Chabot Las Positas CCD)
California Executive Officers of the California Community Colleges (CEOCCC)	Donald G. Phelps, President (Chancellor of Los Angeles CCD)
The Academic Senate	Jim Locke, President (Faculty of Marin CCD)
California Student Association of Community Colleges (CalSACC)	Doug Morrow, Policy Board Member (CalSACC)

Break

San Bernardino CCD	Stuart Bundy, Chancellor
Black Association of California Community Colleges	Nathaniel Jackson, President Black Association of California Community Colleges (BLACCC)
African-American Trustees Caucus	William P. Marquis, Trustee, City College of San Francisco; Rochelle Bastien, Trustee, Grossmont-Cuyamaca CCD
Community College Council of California Federation of Teachers	Martin Hittleman, President of Council

(Continued)

Association of Latino Community CollegeTrustees	Denise Ducheny, Trustee, San Diego CCD, Chair of ALCCT
(Individual)	Maria Teresa Viramontes, Trustee, Contra Costa CCD
Coast CCD	Armando Ruiz, Trustee
Coast CCD	Alfred Fernandez, Chancellor
Asians and Pacific Americans in Higher Education	Henry Der, Member, Board of Directors, Treasurer
Santa Clarita CCD	Diane Van Hook, Superintendent/President
California Community College Administration of Occupational Education	Norval Wellsfry, Chair of Association Legislative Committee
Latino Issues Forum and Hispanic Coalition on Higher Education	Beatriz Molina, Member of Board
EOPS Statutory Advisory Committee	Enriqueta Ramos, Vice Chair of EOPS Statutory Advisory Committee
Community College Educators of New Californians	Jose R. Quintana, Co-Executive Director
Community College Association/CTA	Clair Parsh, President of Association

Break

Chabot Las Positas CCD	Terry L. DiCianna, Chancellor
Napa Valley CCD	Margaret A. Lee, Trustee
San Mateo County CCD	Lois A. Callahan, Chancellor
(Individual)	Nancy Rosasco, Trustee, Yosemite CCD and Immediate Past President Association of Community College Trustees
Non-Credit Academic Senate City College of San Francisco	Laraine Koffman, President
California Teachers of English to Speakers of Other Languages (CATESOL)	John Gamber
Faculty Association of California Community Colleges (FACCC)	Erna Noble, President of FACCC

As time permits, the Board will take oral testimony from any interested persons or organizations who were not previously registered. (Written copies of this testimony must be sent to the Chancellor's Office by January 20.)

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Board of Governors
California Community Colleges

Special Study Session

January 10, 1992

EXECUTIVE SUMMARY OF TESTIMONY

The following summarizes testimony provided in the Board's Special Study Session on ". . .how the system should respond, if resources are not sufficient to fund the colleges' role within the *Master Plan for Higher Education*." Emphasized here are several themes which recur throughout the testimony of the Special Study Session; these themes deal with college mission, access, enrollment priorities, governance and finance. This summary also highlights a number of specific issues that parallel the Board of Governors' concerns in its *Basic Agenda*.

STUDY SESSION THEMES

Mission

All participants who testified at the special study session felt it was essential that the California Community Colleges' role as set forth in the *California Master Plan for Higher Education* must be maintained as an important investment in California's future economic and social development.

The Community College role, first articulated in the *Master Plan* and since re-affirmed in AB 1725, is described in the Board's *Basic Agenda: Directions and Priorities for the Nineties*. That role and responsibility is to "provide Californians – particularly those who have been underrepresented in higher education and in the workplace – with quality programs in transfer and career education and in the mastery of basic skills and English as a second language."

While several speakers emphasized one or another of these three major functions – transfer and career education, and basic skills and English as a second language (ESL) – as having priority, most testimony gave equal weight to each of them, arguing that this three-part role must not be compromised. The essential part that basic skills and ESL play in support of both transfer and occupational education was mentioned repeatedly.

Access

By law, Community Colleges must admit those Californians who have graduated from high school or who are 18 years-old and can benefit from instruction. Budget constraints, however, prevent the Colleges from being able to provide classes for all those who want to enroll. It is estimated that over 100,000 students were unable to obtain their classes and did not enroll in the Fall 1991.

Most of the testimony at the Board's study session dealt with the impact of the current budget crisis on the continued access of Californians to a Community College education. Because of past budget constraints, speakers commented, there has been a general decline in access. And, the importance of program quality in relation to access also was noted by many speakers. Also noted specifically was the apparent decline in access to Community Colleges for African-Americans and the current and future difficulties surrounding access for the new California immigrants and for those traditionally underrepresented.

One speaker commented that Federal funding for amnesty students will cease at the end of this academic year. Like other students who lack appropriate academic preparation, these students have special needs which make their education more expensive than the average. And, their education is vitally important since they make up an estimated 12 percent of the California workforce.

Continued underfunding of Community Colleges was seen by all speakers as detracting from access and the ability of Community Colleges to provide Californians with the kind of education set forth in the *Master Plan*. There was unanimity that "open access" should be maintained. However, if after exploring all other alternatives, enrollment must be restricted, those who testified were unanimous that the means for doing this should only be undertaken with full consultation of local Districts and Colleges.

Enrollment Priorities

Most speakers addressed the issue of who is to enroll in classes when resources are scarce. While there was substantial agreement on the need to set such priorities locally, there was less agreement on the desired specifics of such priorities.

A wide variety of different proposals were offered for setting enrollment priorities if that becomes necessary. Several individuals testified about the need to accommodate first those who, in the words of one speaker, are ". . .the most economically vulnerable and the least educated." Another similar priority was suggested as: first and equal priority for individuals (1) enrolling for the first-time with less than two-years of college credit and pursuing transfer or occupational objectives and (2) needing basic skills and ESL. Least priority in this recommendation would be given those with baccalaureate degrees – they would be served in alternative ways. A variation on

this would put priorities in terms of objectives: first, basic skills and ESL; second, vocational education; and third, lower division transfer. Yet another speaker argued for enrollment priority for those in special programs like EOPS and DSP&S. Still others argued for those with job retraining needs.

At least two speakers commented that if there must be some enrollment restrictions, the best approach might be to tighten probation, dismissal and course repetition policies, rather than restrict those who seek to enroll in the first place. Others noted that all such policy changes are likely to most impact the underrepresented student. Still, the policy of "first come, first serve" was cited by one speaker as discouraging many underrepresented students who are not familiar with registration processes.

Governance

Many speakers commented on the useful way in which shared local governance – among trustees, administrators, faculty and students – was working. And, most speakers reiterated the need to make decisions about curriculum and enrollment priorities at the local level, reflecting the needs and priorities of those served by the College. Included in this, by several speakers, was a plea for greater flexibility – to be sought, in the testimony of one trustee, by a reduction in the weight of state laws and regulations governing the operation of Colleges.

Another speaker specifically called for more flexibility in the Civic Center Act, a simplified and less-costly capital outlay review process, and more local authority in the charging of certain student fees like that for instructional materials.

Finance

In general, speakers argued against any increase in the flat enrollment fee. However, there were several suggestions, about specific fees and the need for financial aid. While one speaker suggested that increased fees – that supplement, not supplant state aid – with effectively-distributed financial aid might preserve access, this was based on several premises which if not met would result in reduced access. Other speakers felt that any increase in student fees should remain with the Colleges as supplemental funding, particularly fees collected from students beyond the funding cap.

There was a suggestion that more of the costs of equipment in the health professions and technology programs might be recovered from students. Another suggestion was that if funding was quite scarce, consideration should be given to operating certain of the Colleges' programs in a mode more like extension or community services; i.e., where costs are covered by fees. It also was suggested that current community service programs be examined to ensure they are entirely self-supporting and not subsidized by state support.

Several speakers argued for more equitable funding of the instruction of lower division students at the University, State University and Community Colleges, noting the apparent disparities in state support per student. Virtually all speakers cited the need for more-adequate funding, one noting that funding is not adequate currently; another noting that the current funding level is just 60 percent of the Board's Program-Based Funding standard.

BASIC AGENDA DIRECTIONS FOR THE 1990s

Ensure Educational Quality

Many speakers noted that their Colleges have been forced to reduce the number of class sections which, in the face of increasing enrollment demand, resulted in increased section sizes. In one large, urban district, ". . .Translation, English, basic math, and ESL classes of 35 students a year ago, are now averaging 55 students." This prevents effective instruction in these classes that must be small for there to be the necessary instructor supervision and adequate student participation. Also cited were delays in replacing instructional equipment, such that students are forced to train on equipment that is no longer used in the workplace.

The testimony clearly suggests that these trends toward larger classes and delayed equipment replacement detract from the charge in the Board's *Basic Agenda* that students ". . .need to be challenged to perform to the best of their abilities."

Implement AB 3 and AB 1725

In many different ways, speakers addressed the need to complete these reform packages. Matriculation (AB 3) was cited as one major technique in making Community College instruction more efficient. The shared governance requirements of AB 1725, endorsed by the Board of Governors, were described by several speakers as essential to effective local decisions about curriculum and enrollment priorities.

One speaker, however, questioned whether, if funding continues to be inadequate, the open access policy of the *Master Plan* could be maintained while districts are required to hire more full-time faculty as part of the AB 1725 (now Program-Based Funding) objective that 75 percent of instruction be taught by full-time faculty.

Improve the System's Image

The *Basic Agenda* emphasizes the need for public information efforts that effectively communicates the Colleges' role to the citizens of California. It was noted, however, that public information generally has been curtailed in order not to generate more

enrollment demand – demand that can't be met. Moreover, one Superintendent pointed out that the inability of Colleges to offer programs sought by outside businesses and agencies could well have the impact of hurting the Colleges' credibility as "viable trainers of the workers of tomorrow."

Accommodate Enrollment Demand

The premise underlying the study session resulted in most testimony touching on ways to accommodate enrollment demand, consistent with the *Master Plan*, even in the face of inadequate funding. The Board's Commission on Innovation was cited by many of the study session's speakers as a promising way of identifying creative and alternative ways to handle the enrollment demand.

Specific alternatives were suggested by several speakers. More flexible scheduling of classes on weekends and evenings, greater use of interactive television, and more instruction at the worksite or in community facilities generally were several of the suggested ways of making instruction more cost-effective.

The use of more self-paced, distance-learning technologies was discussed as a future reality that is thought to be cost-saving. Along with this it was suggested that, in one scenario, students could have much more freedom to design their education and to pursue it over a longer period, literally a lifetime, than at present. One speaker concluded that while many new teaching technologies could reduce costs, they might also tend to isolate students and, thereby, possibly inhibit socialization and creativity.

The need to plan for the long-term, including the addition of new College centers was discussed as was the need to advocate for passage of bonds to support those new facilities.

Foster Diversity

Many speakers addressed the needs of an increasingly diverse student enrollment, ranging from specific instruction in basic skills and ESL to more general calls for student equity – to promote the access, retention and success of the underrepresented. For instance, unlike earlier generations, existing jobs require new California immigrants to possess technical skills which must be supported with a facility in English.

Provide Assistance in Economic Development

Much discussion centered around the Community Colleges' role in training the new workers for new jobs and new skills. And, the tie between trained workers and the

future economic development of California was a central theme of many who testified at the study session.

One speaker recommended that the Colleges need to expand (1) training for business, in return for equipment and other donated resources; (2) use of JTPA funds – reportedly Community Colleges use only 3 percent of the $300 million available annually in California; and (3) use of ETP funds to train those whose skills are outmoded. Another speaker, however, cautioned that while contract education is an appropriate vehicle for College instruction, use of scarce resources to consult for businesses may detract from the Colleges' fundamental role in occupational education.

Develop the System

While there was little discussion about the system, state-local relationships and the consultation process, several speakers did state that the Board had a major role in providing leadership as the Colleges attempt to continue their role as set forth in the *Master Plan* and in AB 1725. One district trustee specifically suggested the Board should (1) develop statewide data on the problems facing Colleges and their responses, (2) reduce rules and regulations that prevent districts from making effective decisions, and (3) advocate on behalf of the Colleges.

Research and Analysis
Chancellor's Office
January 28, 1992

PRESENTATION BY ISOBEL DVORSKY, PRESIDENT

CALIFORNIA COMMUNITY COLLEGE TRUSTEES

BOARD OF GOVERNORS' STUDY SESSION

January 10, 1992

Good morning. It's a pleasure for me to be here with you this morning and to participate in this important discussion.

Let me begin by expressing my appreciation to you, Chairman Parkhurst, to the members of the Board of Governors and to Chancellor Mertes for convening this study session. The leadership of the Board in focusing the colleges on critical issues is essential and, I might add, supported by the local districts during this period of financial difficulties.

I should also add that the membership of the California Community College Trustees is pledged to work with you as we struggle together to deal with the challenges ahead.

We too are "concerned about sufficient resources to maintain the promises of the Master Plan for Higher Education." And as those on the front lines will tell you, citing a myriad of examples, the promise of the Master Plan is not being met even today.

The issue, indeed, is not one of suggesting alternative responses if resources are not sufficient to fund the Master Plan. The resources are not now sufficient; and in the local districts, we already are responding (as evidenced by our cutting approximately 5,000 class sections this past year). The issues are whether our community college governance structure is adequate to meet the fiscal and demographic challenges and if the responses now being made are sufficient.

While we are all familiar with the fiscal difficulties now facing the State of California, I would like to take a few minutes to address some of the challenges we local board members face at the colleges and how you can work with us to assure continued access and quality for our students.

There are three general areas of concern for local boards.

The first, and probably the most publicized in recent months, is access, or specifically, how to insure students are able to get the educational opportunity that is so important to them and to the well being of the State of California.

By now you have heard of the cutbacks in class offerings at the University of California and the California State University and are aware that many of our districts are reporting that students shut out of the public universities are seeking academic refuge at their local community colleges. These students only add to an already impacted situation at many campuses due to the several-year old problem of unfunded ADA.

In a sentence, we are being overrun by student demand.

Which brings me to the second area of concern; that is, facilities and equipment.

We all know that, wish as some might that California's population growth rate level out, the reality is for more growth and

more demand for educational services over the next 20 years. The Board's own study on facility needs for California's community colleges concluded that a minimum of an additional 27 campuses and centers will be required after existing campuses are built out.

We at the local districts believe this to be a major concern, particularly in regions of the state experiencing significant growth.

The third area of general concern is that of funding for operational budgets, under which I include such items as maintenance, salaries, benefits, utility bills and all those day-to-day costs required to keep our doors open. Here too, the districts are faced with the relentless increase of costs and expenses. For example, for the 1991-92 year no COLA was provided, the cost-of-living increase was approximately 4.3%. This represents a significant loss of purchasing power for our colleges that are already functioning on very tight budgets.

To deal with these pressures while operating within the resources now available to us, local boards, administrators and

faculty are establishing educational priorities based on the priorities and needs of our local communities.

Locally-elected boards are given this responsibility by law and tradition and each one of our 71 district boards takes this role extremely seriously. And while each of our districts approach this task of setting priorities in a slightly different manner, I feel quite confident when I tell you that all district boards do have in common a general approach to this decision-making process; that is, decisions should be made in collaboration with all elements of the college community, including faculty, staff, students and taxpayers.

How are the pressures of cutbacks, overcrowding and unfunded ADA being dealt with?

Let me cite just a few examples:

At San Joaquin Delta College in Stockton, the board made the decision last Summer to reduce the Spring class schedule this year in order to reduce the amount of unfunded ADA the college

is supporting. The board made this decision based on its obligation and desire to maintain the long-term financial stability of the college.

At Cabrillo College in the Santa Cruz area, a list of those classes and programs most in demand was developed. Faculty are now being hired to fit that need. They have, I should add, placed a priority on academic programs.

Santa Monica College is assigning administrators to the classroom this semester in order to offer more classes.

College of the Redwoods has established a priority registration policy to put those students closest to achieving their degree goals in the best position to have first pick of the broadest number of classes.

San Diego Community College District realized savings through management reorganization, refinancing long-term debt, and reducing maintenance and custodial service.

And the list goes on and on, with variations and innovations in every district.

As faculty, administrators and boards work through these difficult fiscal and education issues, let me make it clear the local districts are looking to you, the Board of Governors and Chancellor Mertes, for assistance and support. AB 1725 clearly gives all of us—the state board and local boards—a role in dealing with the types of difficult decisions we face in the new year ahead. This governance structure of shared responsibilities is ideal to meet the challenges.

CCCT believes there are three important roles for the Board and Chancellor's Office in the months ahead.

First, to collect and analyze the data that measures the statewide impact of our fiscal problems on our students, programs, and facilities. Information also should be gathered on the ways

districts are responding to the fiscal crisis. This data can be of immeasurable assistance to the districts and to the decision-makers here in Sacramento.

Second, we ask you to work with us to review the system's regulations and laws and to adjust or eliminate those which direct expenditures and/or restrict what flexibility we have. The local districts need all the non-fiscal help we can get in dealing with these difficult financial and educational problems. A careful and thoughtful review of state rules, regulations and laws might identify ones which actually restrict our ability to provide education services to the most people. Examples include the 50% law, the full-time/part-time requirement, capital outlay application procedures, reporting requirements and restrictions in ability to rent our facilities.

And third, we encourage and need your continued hard work in serving as an advocate for the community colleges with the Governor and executive branch and with the general public.

We also ask one more thing of you. During this study session you may hear many suggestions for dealing with the problems we face. CCCT, on behalf of all League member districts, asks that you share with us all the suggestions and proposals you receive and that we work together to implement at the local districts those that would benefit students.

I am confident you agree when I say that solutions for dealing with our difficulties should be offered to the local districts as options, not as statewide mandates. Any attempt to develop a statewide model for balancing budgets and serving students is only doomed to failure for the students, colleges and communities we all serve.

The Board of Governors has, through the creation of its Commission on Innovation, demonstrated a serious commitment to providing leadership and direction during these difficult times. We fully expect that many feasible ideas will come from this important activity—ideas that in fact will prove that our system and its

governance processes are adequate to meet the challenges and that our system can achieve the access and quality goals of the Master Plan.

The locally-elected boards and CCCT look forward to working with you as we continue to meet the challenge ahead of us all.

COMMUNITY COLLEGE LEAGUE
OF CALIFORNIA

PRESENTATION BY DON PHELPS, PRESIDENT
CHIEF EXECUTIVE OFFICERS OF THE
CALIFORNIA COMMUNITY COLLEGES
BOARD OF GOVERNORS STUDY SESSION
January 10, 1992

Good morning. It's a pleasure for me to be here and to share with you, on behalf of the Chief Executive Officers, some thoughts I have regarding the educational services we provide community college students and the state's current fiscal crisis.

As president of the CEOs this year, I have learned never to underestimate the willingness and sheer talent of my fellow presidents, superintendents and chancellors to disagree among themselves.

But on this they do concur to the last man and woman: The community colleges as we know them today and as we have known them for the past 30 years are in great danger. The only door to higher education a vast majority of California college students will ever enter in their lifetimes, is slowly but surely being shut tight.

The reasons, unfortunately, are far more complicated than simply a lack of money. Let me give you a short list to which each of my colleagues around the state could add.

One. There is a continuing growth of students who are ill-prepared for college study. We are challenged at the community colleges everyday with students who require labor-intensive tutoring and one-on-one teaching just to learn to read and write at a reasonable level.

Two. Our facilities and our equipment are burdened with the abuse of crowding and over use—many are in the need of updating or replacing, temporary facilities have become permanent, not simply by default but by official state policy—and new ones cannot be funded.

Three. Students whose primary language is other than English are seeking to become better educated at our colleges and they require special services that require significant resources.

Four. Transfer opportunities to the public universities have dramatically declined over the past 12 months as the universities cut back and shrink their own programs.

Five. In times of recession people come to our community colleges for education and training to prepare for new jobs. But even when the national economy improves we can expect the demand to continue with the shift to high technology industry and cutbacks in the California defense industry.

And six. There is a growing mismatch between people's expectations of what our colleges should do and the people's willingness to provide the financial support necessary to carry-out that educational mission. State policy goals are in conflict with each other.

In the face of these and other challenges, how will I and my colleagues juggle the educational demands of our communities, the professional standards of our faculty and fellow administrators, and the financial limits of California's fiscal reality in 1992 and beyond?

Obviously, we have options.

We could cut and squeeze and trim even more than we already have. We could, for example, lay off employees, freeze or reduce salaries. We could continue to forego the purchase of needed equipment or continue our severe cutbacks on building maintenance.

We could also reduce access by denying admission to students who have bachelors or masters degrees or to students needing basic and remedial skills or even those who need English as a Second Language classes. Or we could just eliminate classes across the board or increase class size or do away all together with summer school. In fact, many districts have already taken some or all of these steps.

If these weren't enough, we might suggest closing down a college here or there or cutting the State Chancellor's Office back to just enough staff to disburse state apportionments.

And if all these seem too much, we could raise student fees and ask them to carry more of the burden. Many other states have done exactly this. But as has been shown, such increases have affected the number of students served, thus resulting in a short-term gain and a long-term loss to the economies of those states.

As you can see, the choices are difficult. But, as Isobel Dvorsky from CCCT has stated so clearly and forcefully, those choices are being made right now by the local boards, the chief executive officers, the faculty and staff at our colleges. Through a process of careful, measured deliberation, our local districts are adjusting to the hard realities of California's financial crisis while, at the same time, doing our best to protect the opportunities of students to get job training, to prepare for the university or to seek an Associate in Arts degree.

Let me cite for you a few examples of how large urban districts such as Los Angeles Community Colleges are providing educational opportunities for our students in the face of the terrible shortage of financial support from the state. I cite these examples because they are ones I know best. My colleagues could give you many other examples, as well.

— Although the Los Angeles Community College District is offering approximately 11,000 class sections this year that is 400 fewer sections than a year ago, while at the same time enrolling 9% more students -- Translation, English, basic math, and ESL classes of 35 students a year ago, are now averaging 55 students.

— Vocational programs, such as manufacturing technology, automotive technology, graphic arts and printing, have postponed equipment replacement each year that I've been in the district in order to accommodate larger numbers of students. This trade-off means training students on far less than state-of-the-art equipment. At Los Angeles Trade-Technical College, students are learning on Heidelberg printers 50 years old -- laser and computer printers are needed badly.

— Because of our dramatic growth and funding cuts, 98% of our budget is being expended in salaries, benefits, and utilities. By anyone's standards, we are operating on the edge, with literally no relief in sight.

While we must continue to cut, trim and squeeze our programs due to the fiscal crisis, I would urge us also to work together to defend the right of all able and willing students to better themselves through public higher education. We must not be parties to burying the 30-year old promise of the California Higher Education Master Plan.

The Master Plan, which today is under attack from those who say we cannot afford to provide decent educational opportunities for all our citizens, is not dead. Although we are not receiving sufficient funds to achieve fully its promise, we must forcefully speak of its goals. I, along with my fellow chief executive officers, believe and will continue to believe that the goal of access, affordability and quality has not "gone out of style" or is some idealistic objective pursued only on sunny days.

Only as recently as 1987 a blue-ribbon commission appointed by a Republican Governor and a Democratic Legislature studied and reconfirmed the precepts of the Master Plan. To now abandon its promises is, in effect, to tell hundreds of thousands of California citizens, workers, family men and women, immigrants, future leaders and future teachers, that the door is closed to opportunity here in California.

I refuse to participate in that decision or condone its sanction.

The faculty, administrators and boards of the California Community Colleges are committed to maintaining the spirit of the Master Plan while working within the limits of the resources we have available to us. We will continue in the coming year to do our duty within these limits.

The organizations working within the Community College League of California, including the Chief Executive Officers of the California Community Colleges and the California Community College Trustees, pledge our full and cooperative effort to the Board of Governors and the Chancellor's Office toward the goal of maintaining access, affordability and quality.

We ask the Board of Governors and Chancellor's Office to continue to be a strong advocate here in Sacramento and throughout the state for adequate funding so the colleges can do the job we are called upon to do. I also join Isobel in urging the Board to review the system's regulations and take steps to promote flexibility and cost-savings.

Furthermore, I urge the Board to encourage the Commission on Innovation to bring its findings to the field as soon as possible so that we can implement those recommendations of benefit to our students and colleges.

Let me close by expressing my appreciation, on behalf of the Chief Executive Officers, for the commitment you are demonstrating here today to the future of our great institutions of public learning and hope. We look forward to working closely with you in the months ahead.

PRESENTATION TO CALIFORNIA COMMUNITY COLLEGES
BOARD OF GOVERNORS STUDY SESSION
JANUARY 10, 1992
BY JIM LOCKE, PRESIDENT
ACADEMIC SENATE FOR CALIFORNIA COMMUNITY COLLEGES

Thank you for this invitation to present an Academic Senate perspective to your concerns about available resources and preservation of access in the California Community Colleges. The Academic Senate is certainly encouraged by the information provided in the release of the Governor's proposed budget, however, I firmly believe that we must not, given the fiscal condition of the state, hide our heads in the sand, ignore the potential of revision made in the political arena and assume that today's session is a worthless exercise. I must make it clear that although some of my presentation is based on past positions taken by the faculty of the California Community Colleges, what I am presenting today is not an "official," adopted, position of the Academic Senate for California Community Colleges. I expect that the Executive Committee will make a formal recommendation on this matter to the Spring Session of the Academic Senate. In the process known as the Academic Senate, sessions are where Academic Senate for California Community College "positions" are formally adopted. Without a doubt the testimony from today's hearing will help us in our consideration of this important matter.

What community colleges do and how they do it was thoroughly examined only a few years ago by the lay Masterplan Commission and, separately, by the legislative Joint Committee chaired by Assemblymember Vasconcellos. Although all aspects of the mission and most aspects of how we accomplish that mission were challenged and probed, in the end the proposed reforms though significant nonetheless affirmed our basic mission as we had understood it and affirmed that we were effectively carrying out that mission. No one who represents community colleges in Sacramento could overlook how those processes raised our standing with the legislature and others. This discussion, now, is about priorities within the mission. There seemed a few days

ago that there was little question that California would not be able to obtain sufficient funds to support the growing demand for an education. The community college system has no reason to propose radical reform. No reports of substantial abuse or massive waste have come to the attention of the Academic Senate. As faculty, we might be tempted to recommend saving money by reducing administrative costs just as the administrator organizations may be tempted to propose saving money in ways that would primarily affect the faculty. Someone could propose reducing the compensation of faculty or increasing their workload. Surely, someone could propose eliminating local districts or, on the contrary, eliminating this board and the Chancellor's office. We hope all parties will resist the temptation to let the current severe challenges tempt any of us to unproductive wrangling. The need is for thoughtful, careful, precise identification of priorities within the mission, creative discussions for raising additional dollars, and, more economical uses of existing resources while maintaining current quality.

As I have said, I am encouraged by Governor Wilson's proposed budget. Full funding of Proposition 98 will help keep our head above water - for this year, at least. But the fundamental problem remains - our enrollment is increasing faster than our funding. Program based funding set standards for funding of the community college system. We are receiving only 60% of the funding needed to meet those standards. This funding gap is seriously compounded by the number of unfunded students that our system is currently supporting. In the past we have been able to deliver a level of education that has allowed our students to transfer and to compete successfully with those institution's native student. Our community college occupational education programs have been able to play a major role in California's economic health. The community colleges also carry an enormous burden in the teaching of English to immigrants and the preparation in basic skills of very large numbers who reach adulthood without having acquired the skills essential in this economy to being able to support oneself and a family. Proposals to let per student funding drop to even lower levels, to attempt to stretch dollars by sacrificing quality, are simply unreasonable and unrealistic for a system whose faculty already

students to get fully prepared for their occupation or for transfer. In addition, some subjects require small classes so as to allow the necessary instructor supervision or the amount of classroom participation essential to effective learning. Class size at community colleges has grown steadily and is one place where the quality of our task is very vulnerable in times of scarce funds. Clearly, where a small class is meeting the same educational purpose as other, larger classes, there may be the need to eliminate that class. Possible alternatives are under consideration by the Task Forces of your Commission on Innovation.

And finally, the most difficult issue of all which could confront us in the days ahead may prove to be the issue of student fees. Again, community colleges by tradition and philosophy have opposed fees, though last year the system appears to have departed from that philosophy by fighting to continue the existing level of fees rather than see a reduction of one dollar per unit that would have cost a great deal of money and, probably, led to the closing of many sections. If we could do a perfect job of providing financial aid to all who cannot afford fees and a better job of communicating to everyone that such financial aid is available and if an increase in fees would supplement rather than supplant state funding, an increase in fees might be feasible for the system to consider. Without such assurances such fees will not close the revenue gap, will be a highly discriminatory way of limiting access and could simply result in increased administrative costs.

A separate but clearly related question is whether non-credit students should pay a fee. It appears logical, however, that if a fee was established it should reflect the level of service provided by the colleges. The Academic Senate does not currently have a position on this issue.

Thank you and I look forward to hearing the remainder of today's testimony.

carry a teaching load higher than that of the faculty in any system of higher education in the country, a system whose classroom equipment, especially in vocational classes, is already all too often not up-to-date, a system whose libraries and student services are already well below any national standard.

The Academic Senate has clearly put forth in its Student Equity Proposal, which I distributed to the Board at the last meeting, the importance of each college's consideration of access, retention and success for California's underrepresented population. Every policy or proposal considered by this or local boards should be questioned for whether its impact would be detrimental to this most urgent need. It is the Academic Senate's unequivocal position that whatever we do locally or as a community college system to respond to this fiscal crisis must not be at the expense of the educational needs of the state's ethnic minorities.

A major task at the college level is reviewing the course offerings carefully. Much of the decision about who will get classes and who will not is made long before the first student registers. Those decisions are made when the college establishes its schedule and decides to offer no section of one class but offers twelve sections of another. Now that almost all districts are over their cap and have too many students for the available funding, the need now is for colleges to establish review criteria in uniformity with the community colleges' priorities established by AB 1725 and community needs and reconsider their course offerings, degree and certificate requirements, and the authorized noncredit categories. It is important that this consideration involve the colleges program review processes, community needs assessments and full involvement of the college's shared governance mechanisms.

The usual response of colleges that have more students who want to enroll than they have space is to establish standards for admission. California's community colleges have by long tradition adhered to the philosophy of open access for all of Californias residents. If there were some

unassailable way to predict which students would succeed and which would fail, there would now be good reason to reexamine this tradition and philosophy. However, as we have all learned from trying to establish well-justified prerequisites even for individual courses, predicting who will succeed is very difficult. Even the SAT, despite the enormous sums of money that were spent to develop it and the years of experience behind it, receives challenges to its effectiveness at predicting success. We find little value in establishing standards for admissions. Excluding such students from community colleges does not solve the state's need to have an educated population. Perhaps instead the Senate should reconsider local application of probation, dismissal, and course repetition policies. Although colleges are unlikely to be able to identify in advance who will be a successful student and who will fail, nonetheless once the student has shown he or she is not succeeding, perhaps the college should make sure that such an unsuccessful student receives a lower priority than those students who have not yet had a chance. Thus, stronger policies on probation, dismissal and course repetition may be an appropriate area for investigation at both local and state levels.

Community services and contract education, in keeping with state law, should be discontinued unless they are fully supported by those who use them. These activities should be fully and not only superficially self supporting. As an example, the fifty percent law is founded on the assumption that the direct costs of instruction should be at least fifty percent of the revenue a district receives. Does that not suggest that the direct costs of offering community services and contract education also should be assumed to be no more than about half what it costs a district in facilities, services, and administrative costs including time, travel, secretarial costs, etc? The college should not be expending its scarce resources on such clearly second priority activities.

Many colleges are already moving to be more restrictive about permitting low enrollment courses. However, especially advanced courses are often predictably going to have low enrollment and to not offer those classes would make it significantly more difficult for the

A response to the California Community College Board of Governor's regarding how the system should respond if resources are not sufficient to fund the California Community Colleges role within the Master Plan for Higher Education.

Presented by: Doug Morrow; Policy Board Member of the California Student Association of Community Colleges (CalSACC)

President Parkhurst, members of the Board, and Chancellor Mertes:

My name is Doug Morrow and I am representing the California Student Association of Community Colleges. I come before you today to present the state student association's perspective regarding the possibility of inadequate resources being available to carry out the community college's role as defined in California's Master Plan for Higher Education. I will focus my comments on the system's stated goal of open access, the systemwide function of transfer, and funding of the state's 107 community colleges.

Regarding open access, we feel that even if resources are made available to maintain the status quo, these funds will be insufficient to keep the state's commitment to open access. From San Diego to Sonoma, from Riverside to Redding our students are facing inadequate class offerings, over-crowded classrooms and insufficient alternatives in achieving the completion of community college coursework. As Chancellor Mertes has said, " open access only provides a hunting liscense for students in search of classes."

While we recognize that the some of the circumstances affecting access are outside the control of this governing body; the state's current fiscal crisis, changing demographics etc., we feel that some measures can be taken to mitigate the overall affects on access to the community colleges.

Regarding solutions to the problem of maintaining open access, we ask all those who are providers of community college education to adopt flexible responses to student's needs. The offering of more classes on the weekends could provide many students the opportunity to attend class and forego the search for child-care or the sacrificing of working wages.

Additionally, solutions should be sought through the use of non-traditional learning methods. Every district in the state should be offering instructional television classes at flexible times. If such classes were offered systemwide, many students who are cuurently being turned away would have an alternative method of receiving class

offerings. Those institutions that don't have the resources for this technology need to be assisted in recognizing that this is a cost effective method of delivering education They should be aided in finding the financial resources necessary to implement television education. With the advent of interactive television technology, ITV could provide a mechanism for innovative instruction.

Businesses across the state should be encouraged to use their facilities after hours for classroom instruction. The state should consider incentives to those that offer such programs.

College administrator's and faculty should choose core-curriculum and basic skills classes first and foremost when making the tough choices about what classes to offer in times of fiscal constraints. Too many districts sacrifice the more expensive class offerings requiring full-time faculty for those that bring in ADA/FTES at a lower cost.

Local districts should be asked to review and improve their method of making decisions regarding class selection and course offerings. The objectives of shared governance must be included in this process. Students, faculty and administrators must have the opportunity for equal input into the shaping of a district's educational offerings.

All colleges should be asked to review and implement their policies and procedures regarding college probation practices, college dismissal procedures and course repetition standards in accordance with Title 5 regulations. We might find that districts can, by implementing exisiting policies open up more class spaces.

One concept that could assist in student success and retention is the increased use of peer counseling and mentoring. Districts should create incentives to encourage successful students to share their knowledge and experience with students at risk. These programs should be geared towards keeping students in class. Student retention is a key component towards ensuring maximum use of resources.

Matriculation should be viewed as the key to serving the student populations across the state in a manner which is both cost effective to the colleges and allows the student to achieve their educational goals in a timely and efficient manner. We must bring to a close the era of the "perpetual community college student"

As you can see, CalSACC advocates thinking that encourages new ideas. More than ever all community college providers need to address problems in an innovative and creative manner.

Regarding the issue of transfer, CalSACC has been a continuous advocate of the Master Plan's stated objectives relating to intersegmental transfer. However, we feel that there must be new light shed on a problem that, unless brought to the forefront of higher education policy, will render useless the recent laws enacted regarding community college

transfer students. This is the problem of "reverse transfer". With ever-increasing regularity, our system is experiencing a growing influx of UC and CSU students who find the cost effective programs and class offerings of the community college system to be attractive alternatives to their own systems services. With UC and CSU tuitions steadily rising, admission limits that are currently being implemented, and fewer class offerings to choose from we will undoubtedly see an increase in the demand for community college services from this population. With this shifting of students into the community college system, the state should ensure adequate funding to meet this demand. The diollars should follow the student. CalSACC urges that the Board of Governors seek an intersegmental approach to examine this growing phenomena. The Intersegmental Coordinating Council should identify "reverse transfer" as a priority issue. Discussion with the UC and CSU system leaders should encourage a working unity to provide solutions to this issue.

Concerning transfer within our own student populations, community colleges across the state must be charged with showing compliance to the recent enactment of the State Legislature's 1991 transfer legislation. Each district should be held accountable to provide students with transfer services and functions that have adequate staffing and up to date information regarding transfer to all UC and CSU campuses as well as other higher education institutions. This includes access to transfer services for night students and the physically disabled. Again, the tenets of shared governance can ensure that faculty, administration and students are working together to review, research and implement cost efficient and accessible transfer programs throughout the system.

We encourage community college providers to work regionally with UC and CSU campuses to ensure that our students are best served in the area of transfer. And we ask that the Board of Governors encourage dialogue with the K-12 system. High school student populations are increasing and we must be ready for the new demand from this population. Undoubtedly, they will look to the community colleges as a cost efficient provider of lower division college coursework.

CalSACC advocates a systemwide plan which would include oversight to ensure district compliance with transfer education legislation. CEO's, the Academic Senate and community college student leaders should work with the Chancellor's office to ensure an efficient and equitable transfer system.

Regarding the issue of funding for the community college system, CalSACC feels that the Board of Governor's and the State Chancellor's Office must pursue fiscal policies that provide "more bang for the buck". Local districts should be encouraged to review their spending priorities. Collectively we should seek to eliminate inefficient budgeting and waste

continued if the system is to fulfill its mission.

CalSACC urges the Board of Governors to develop a task force which would coordinate statewide support for proposed higher education bond issues. Students, faculty and administrators have everything to gain when they work together to procure dollars for the system.

On behalf of the California Student Association of Community Colleges, I would like to thank the Board of Governors for providing this open forum. Working together, through shared governance, we can lead the community college system through these difficult times and into the a promising twenty- first century.

WHOM SHALL WE SERVE?

Board of Governors Special Study Session
California Community Colleges - January 10, 1992

As I believe you are now painfully aware, the fabled open door of California's Community Colleges has now begun to partially close at many of the state's community colleges. At the two community colleges of the San Bernardino Community College District, San Bernardino Valley College and Crafton Hills College, I have found it painful myself to have to address a memo to the college presidents asking them to consult with their staff to determine "Whom Can we Serve in 1992?" Since it is very evident that funds are no longer available to serve all of those students who come to our doors, the staff at the colleges have begun developing a process of triage--decisions as to which programs are less important to the community and which are deemed more important.

I am here today to suggest that the time has come for the Board of Governors to engage in creative remedies which will assist us at the local level so that we can more effectively carry out our mission. From our viewpoint, I should like to suggest some creative measures for your consideration.

Retention of Tuition Above Cap

Many of our colleges are attempting to accommodate students above the financial cap imposed by the State of California. At San Bernardino Community College District, we are presently accommodating 1,000 ADA for which we are receiving no state aid. Since all the students represented by this number are paying fees, why cannot these fees of the students above cap be retained by the colleges and used by them, rather than simply deducted from state aid? Although such a return of fees would not be of major financial support, it would at least symbolize that we are attempting to accommodate students even though the state is unable to financially support these additional students.

Retention of Tuition Above Present Levels

It is our understanding that a significant increase in fees may be in store for us for 1992-93 year. We can understand those pressures; however it would be most helpful to us if those fees above the present level could be retained by the colleges for their use, rather than simply being an additional deduct from state apportionments.

Fees in Health and Technology

If the financial pressures on us become even more severe, we may be obliged to look at the reduction or elimination of high cost programs. Some of these programs are in the area of health. The materials required and the small class size mandated make these programs extremely expensive to operate; nonetheless, they render a most valuable service to our communities.

A second area of expensive programs are in technology. Here again, the costs of equipment in high technology programs are extremely expensive, and class size must be small for a hands-on experience. However, these programs are absolutely essential if California is to continue to attract the high technology programs that require such training.

By law, we cannot charge the students in these programs for the expensive materials and supplies which we must provide them. However, the federal government through its PELL grant program has insured a safety net for every financially disadvantaged student at our colleges, and if such fees were required for the programs, the PELL grants would cover their costs so that no financially disadvantaged student would be excluded.

Conclusion

There are surely other creative ways besides hard dollars from the state that can be found to assist your community colleges at this extremely difficult juncture in our development. We look forward to working with you and your chancellor over the coming year.

BLACC
association of
CALIFORNIA COMMUNITY COLLEGES

January 10, 1992

Members
Board of Governors
CALIFORNIA COMMUNITY COLLEGES
1107 Ninth Street
Sacramento, CA 95814

Sir/Madames:

This communication is presented to the Board of Governors, as an expression of the intense interests and concerns, of the members and officers of the Black Association of California Community Colleges (BLACCC), regarding Student Access and the Master Plan for Higher Education. During your deliberations and in your Special Study Session on this matter, please note that our organization applauds and commend you for offering the necessary leadership to resolve this most difficult, and far reaching challenge.

Among the many presentations you will hear and in the countless reams of material you will review, we ask that you identify clearly, just what the established Master Plan does require. We accept the document as the anchor upon which all priorities and decisions, relative to Higher Education in California must be based.

> That a place in public Higher Education for all Californians be established, using the following as a template and guide:
>
> - that the upper 12.5% of high school grads to the UC's
> - that the upper 33.3% of high school grads to the CSU's
> - that any student over 18 years of age, with the ability to benefit from instruction to the Community Colleges

As President of BLACCC, it's statewide membership of professional educators and staff, I am asked to share with you the belief that our community colleges have borne the brunt of open access for all Californians at each of the three levels of higher education, perhaps by default in some instances but by

design in many others. We note, that in excess of 80% of all ethnic minority students begin their college education at the community level. We must however, share with you an issue that has reached critical proportions for African American students. As African American educators and taxpayers, we are keenly aware that while ethnic enrollment generally shows an increase, this is certainly not true or representative of the plight of Black students. This paradox remains that while much effort has been made by the community college system to enroll and retain minorities, African American student enrollment has declined from a near 12% in 1980 to a present 8.1%.

Our membership applauds the Chancellor's staff for having taken the lead in the provision of Basic Skills courses and ESL, with emphasis on the immigrant population (IRCA, etc.). We support the outreach efforts of (CARE), (GAIN), etc. We believe strongly in the good work done by EOPS & DSPS toward increasing enrollments in both the underserved and the disabled student communities. Plaudits are due our staff for the increased enrollments of women through re-entry support programs. The Board is to be congratulated, for the courageous stand on the maintenance of low and/or minimal student fees.

A major concern however is ours as we anticipate the broad impact in the state, if open access for students in California Community Colleges is reduced significantly or by default denied, to countless thousands of qualified students. Our analysis is juxtaposed against the following factors:

a. The enrollment slide for African American students will continue with a high probability of acceleration.

b. The 1.6 million "new Californians" will simply forgo needed education and training.

c. The predictions show that 4/5ths of the new work force in California will be Latino or Asian. These individuals will, without education and training, not be able to enter into gainful employment.

d. California competitiveness and productivity will be seriously impacted by this lack of an educated work pool.

e. Social services, will of necessity, need to be increased in direct opposition to the Governors effort to reduce spending in this area.

As you study the issues and approach your decisions, we ask that you question strongly the use of traditional administrative expedients in managing enrollment demands. Historically, we have observed that to increase class size, to increase student fees, to limit course offerings or to use the "first come first served" methods, all penalize the disadvantaged, underprepared

and minority students. To limit courses in major mission areas could result in reducing or dropping ESL and Basic Skills Courses, which will once again handicap the very student that needs the classes so desperately, and for whom the training is an imperative.

Inadequate funding alone cannot continue to be the sole basis or the driving force or the excuses used, in deciding if we will accept the challenges of implementing the Master Plan of Higher Education this year, or if we will postpone grappling with this problem until we have a surplus of funds with which to work. The real issue is do we have the courage, and the skills, to establish the guidelines within which equity can be achieved and maintained among and for all Californians, as suggested as the original intent of the planners and drafters of the baseline document. Now is the time to call upon the creativity and academic strengths of our sincere and dedicated "thinkers".

I offer for your consideration and study, Pg. 64548-64549 of the FEDERAL REGISTER/VOl.56 No.237 / Tuesday, December 10, 1991 / Notice. Part II, DEPARTMENT OF EDUCATION, Subject: Nondiscrimination in Federally Assisted Programs; Title VI of the Civil Rights Act of 1964; Proposed Policy Guidance: Notice. This document establishes a foundation for the challenges you face. If you can take seriously the issue of removing the barriers to resolve this matter that continues to rob all of us of our time, energy, creativity and resources, no better good can you accomplish for the citizens of this state. This is simply one of the many tools at our disposal and for our use should we care to do so.

I offer further, the cooperation of BLACCC in your deliberations. I thank you for the opportunity to speak to you.

Nathaniel Jackson Ph.D.
President,
BLACCC

NJ:sw

PRESENTATION TO BOARD OF GOVERNORS
OF THE CALIFORNIA COMMUNITY COLLEGES
From the
African-American Trustees Caucus

INTRODUCTION: *The Depth of the Problem. (Presenter, Rochelle T. Bastien, Ph.D.).*

We introduce this presentation with an emotional appeal that we hope will stick with our audience, as much as it sticks with, and eats its way into the hearts and minds and confidence levels of the African-American students on our campuses. In spite of, and perhaps because of, the changing composition of our state's population, we have seen a recent increase in racially insulting messages, at our community colleges (see attached flier). The attached fliers (handouts) are just a few of many messages that have been circulated at one of our community colleges. Other fliers have been targeted at Latinos, Jews, and women.

Psychologists understand that the irrational disdain depicted in these fliers are motivated by many conscious fears of being preempted, in a competitive job market, and unconscious fears of personal and familial (or genetic) threat.

The stuff that composes racial tension was already woven into the fiber of this society, before you or I arrived on the scene, but within higher education we can, and we must, offer the enlightenment and the promise of a brighter, more productive, and eventually more harmonious and civilized society. We make that offer by remaining crystal clear about our commitments to leveling the playing field of academic opportunity. When we speak of the many peoples that have been historically under-represented in this land of educational opportunity, we speak of souls in which the targeted rumors of inferiority are able to zero in, and find a home. We speak of peoples who are already discouraged by the tightening enrollment patterns of the UC and CSU systems, and by the estimated 5,000 community college course sections that will be cut. They are discouraged by assumptions that fees will be significantly higher, that priority enrollment will be given to those students who are most capable and confident in manipulating the system. They are discouraged, because they do not expect this, or any other system, to accommodate to their feelings, their needs, their very existence.

In our unique role, within the California Master Plan for Higher Education, we stand to turn these tides of discouragement, by shouting in the midst of welfare cutbacks, "Bring us your weary and your tired," and watch us as we help them to find a more productive and fulfilling place in this world. We have all of the skills and most of the programs already in place, to accomplish this goal, state-wide, as described below.

1/8/92

The Position of the African-American Trustees Caucus:
(Presenter: William Marquis, Ph.D.)

The African-American Trustee Caucus was formed to support the California Master Plan, and to ensure that policies and practices of California's community colleges remain sensitive to the interests of African-Americans, and all historically and currently under-represented groups in our colleges.

The Master Plan is an example of truly enlightened public policy, which provides for an orderly distribution of students among the segments of higher education, with the community colleges serving as the linchpin. Providing, as it does, for a place in higher education for all Californians with the ability to benefit, it should not be discarded or weakened, in a time of temporary fiscal distress or funding inadequacies.

The systemic application of Master Plan principles has changed the concept of higher education, from a privilege to nearly a right and a civic duty, affording social and economic mobility to all Californians. Given the higher percentage of ethnic and racial minorities who access higher education through the community colleges, the open-door policies (and promise) of the Master Plan must be supported. The AATC feels the need to encourage the setting of priorities to make certain that this door remains open, and believes that the participation rates of African-American students should reflect the high levels of the late 1970's, when an excess of 100,000 African-Americans were enrolled (the number is now closer to 90,000, in a time of significantly higher total enrollments).

In the face of severe budget deficits and dramatically reduced enrollments, we firmly believe that the access, support services, financial aid , and quality instruction offered to the underprivileged, will benefit, not just the interest of these groups, but will ultimately improve the quality of life for all Californians, as we move toward a more prosperous economy.

Specific Recommendations:

1. *Community colleges should be given priority in allocation of state resources. State decision-makers should clearly understand that the community colleges are the most cost-effective and quality-conscious of all segments of higher education. Further, we would encourage a shift of resources, so that more students can be educated at the lower divisions, in the community colleges.*

2. *The Board of Governors should advise districts to grant priority admission for students in programs that are*

established to meet the particular needs of historically under-represented populations.

3. Maintain funding for existing programs in ESL and basic skills, because without such basic tools, fewer and fewer of California's new majority students will be able to continue their education, and their economic self-sufficiency.

4. EOPS, DSPS, and other programs like the Puente Project, Early Start, etc., should be used to provide support for students, where no specific policy exists to support the under-represented. It must be noted that these programs are, in many instances, only a minor part of campus operations, and that they are typically under-funded. (Matriculation and transfer centers can be used to encourage greater retention, once the student is enrolled on campus.)

5. Finally, the African-American Trustees Caucus will stand ready to support these recommendations, and to actively work for their implementation.

Community College Council
of the California Federation of Teachers, AFT, AFL-CIO
1200 W. Magnolia Blvd. / Burbank, CA 91506 818/843-8226 FAX 818/843-4662

Universal Access to Higher Education - A Lost Dream?

The Dream

Section 66011 of the California Education Code goes to the heart of the current higher educational policy of California: " *(a) It is hereby declared to be the policy of the Legislature that all resident applicants to California institutions of public higher education, who are determined to be qualified by law, or by admission standards established by the respective governing boards, should be admitted to either (1) a district of the California Community Colleges, in accordance with Section 76000, (2) the California State University, or (3) the University of California.*" With these words California took a historic step toward guaranteeing to every adult in California the right to a college education. California sought to guarantee higher education to the "masses" - **EDUCATION FOR ANY ADULT WHO COULD BENEFIT FROM INSTRUCTION.**

The Master Plan became law in 1960. The fundamental ideal inherent in the Master Plan was that access to higher education is a right. An original component of the Master Plan was a "no-tuition" policy.

The Reality

Currently the Community Colleges of California are educating hundreds of thousands of students for whom they are receiving no compensation from the state. In 1990 there was a total of 50,472 unfunded ADA. This amounts to the equivalent of almost five colleges (at the statewide average of 10,880 ADA per college) at no cost to the state.

The Community Colleges are turning away more than 100,000 students who leave college because they cannot get the classes that they need. Hundreds of thousands of other students are forced to extend their time in college because they cannot get all the classes that they need at the time they need them.

The University of California and the California State University are turning students away. There is also a question whether there will be space at the UC and CSU for all qualified community college transfers.

The dream of access to higher education is fading for many Californians. The Master Plan is not in operation as originally conceived but has not yet been totally destroyed. Californians

still have a right to be proud of what the state has accomplished in higher education. We should not allow a further deterioration of the dream of universal access to higher education.

Another Reality

When we discuss looking at the Master Plan we should pay particular attention to the hierarchal nature of the Master Plan. The Plan is based, in theory, on ability (as measured by performance in high school and test scores). Those students from the top 12 1/2 per cent of their high school graduating class are eligible to attend the University of California. Those students from the top third of their graduating class are eligible to attend the California State University. All adults are guaranteed access to a California Community College.

The University of California was designed to be at the level of the top research universities in the nation and was planned to serve the future leaders of society. The California State University was to train persons who would later become teachers or middle management employees. The community colleges would train persons for vocational jobs, provide life-long learning opportunities, and provide transfer opportunities for those who were late starters or could not afford to go to the University.

As might be expected or predicted, access to the three systems has not been equal for all income groups. Numerous studies over the years have confirmed that the average family income of students at the University of California is higher than that of the families of those attending California State University and in turn, those attending CSU have higher family incomes than those attending the community colleges. The Master Plan has resulted in, for all practical purposes, a system of higher education based on economic class.

As might be predicted based on the relative income status of students of the three systems of education, resources are also not equivalent for the three systems. In 1991-92, annual state funding for each full-time equivalent UC student is $14,200. In 1991-92, annual state funding for each full-time equivalent CSU student is $7,500. In 1991-92, state funding for each full-time equivalent student in the community colleges is $3,100. In addition to UC and CSU, K-12 also receives more funding per ADA than the community colleges.

The state general fund for UC was $2.1 billion, for CSU was $1.6 billion, and for the community colleges was $1.7 billion. UC serves 156,000 full-time equivalent students, CSU serves 280,000 full-time equivalent students, and the community colleges serve 860,000 full-time equivalent students (about 1.5 million students).

The Goal

The Community College Council believes that a full commitment to the education of adults in California is more important than ever. The California economy is best served by a more educated workforce. The need for continual and intermittent education is more important than ever. With the aging of the current workforce, those who are employed full-time will constitute a shrinking percent of California's population. This trend demands that the working age population be educated to the maximum extent possible. In addition, technological advances require a more educated population.

A large proportion of working Californians will come from groups that have traditionally not been served by higher education. Large numbers of immigrants to California, many with little secondary education, need to be brought through an educational process that includes a variety of skill and cognitive levels in order to maximize their potentials.

The Community College Council believes that an educated population is essential in a democratic country. Citizenship responsibilities require that adults can understand the complexities of modern life and thought.

California must continue to expand its commitment to the education of all adults. This commitment must include the whole range of needs that California residents have. Our state was once the model for providing higher education to all its residents. Our educational system helped to make California the number one state in the country. We must not throw out all that we have achieved and dreamed in the name of short term economic necessity. We must continue our goal of universal educational access to higher education. We must continue to remind the world that **EDUCATION IS A SOLUTION, EDUCATION IS NOT THE PROBLEM.**

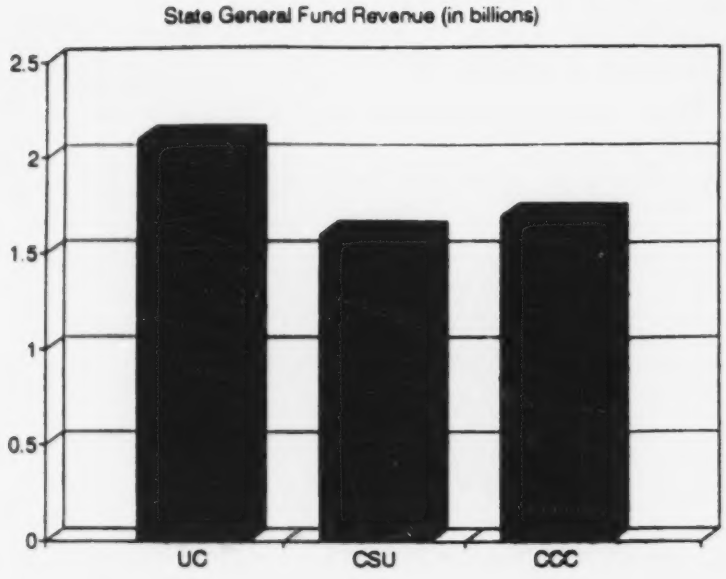
The Plan

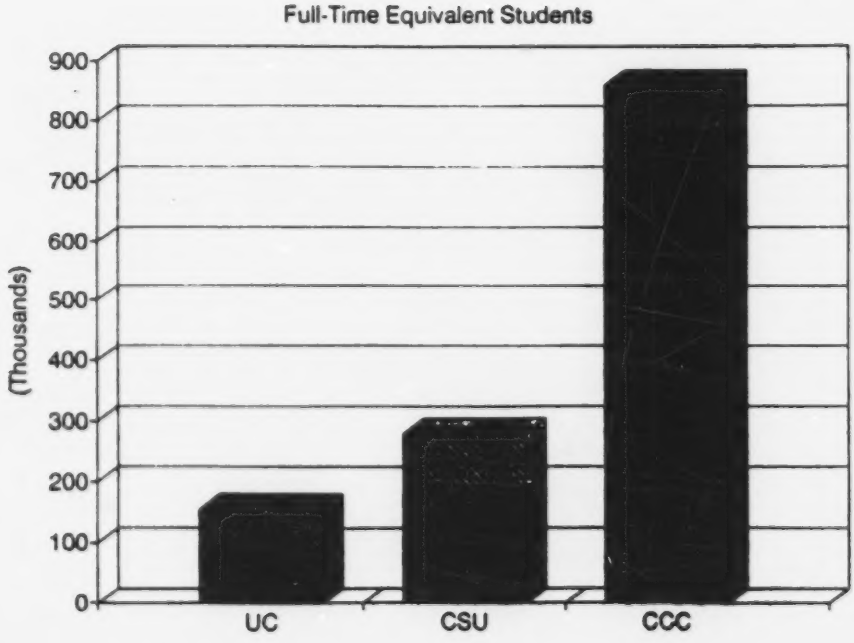
If we are not to abandon our goal of universal educational access to higher education, what must we do short term to weather the current storm?

Restructure

We should look again at the hierarchal system that we have built to see if some changes need to be made. At a minimum, a more equitable level of funding for community colleges is required. The gap between community college and university per student expenditures must be narrowed.

Some have suggested that there should be a stronger commitment to community college education and a lesser commitment to the freshman and sophomore years at UC and CSU. It has been suggested that the UC should be primarily a graduate school and CSU primarily an upper division and graduate school. That almost all high school graduates should go to the community colleges. The gradual shift in revenue from UC and CSU to the community colleges for the


State General Fund Revenue (in billions)
2.5
2
1.5
1
0.5
0
UC
CSU
CCC


Full-Time Equivalent Students
(Thousands)
900
800
700
600
500
400
300
200
100
0
UC
CSU
CCC

service of freshmen and sophomores would make it possible for the state to serve a much larger population and also would make possible a guarantee that all that wish to transfer and have been successful at the community college would be accepted to the UC or CSU.

While it is very tempting to make the argument that almost all freshmen and sophomore students should be in the community colleges, the results of such a policy may be more complex than might seem at first glance. Many high school students base their decisions about courses and commitment on their desire to enter the UC or CSU systems. It is unclear what effect a policy of very limited access to UC and CSU would have on these students. They might study more and they might study less if the competition for admission to the university increased. I am not sure how important an issue this is but a change in UC or CSU admission policies would have some effect on high school performance.

Another impact of fewer first and second year students at the universities is that there would be fewer jobs available for graduate students. This could have a serious impact on the ability of low income students to continue their studies. In any case, the question is complex and needs much study before implementation.

Curriculum Changes

We should, where possible, make changes in the curriculum and pattern of offerings to maximize the return in education. Each college and university should look at the current curriculum and pattern of offerings to see if some programs or courses no longer serve the need that they once did. Programs and courses should be examined in relation to what populations they serve and whether these offerings can be obtained by the local population in another way or in another mode.

Each community has different needs. Priority decisions should be made at the local community college district level according to the needs and desires of the served community. Local districts should look at how priorities are established. In particular, decisions concerning the pattern of academic offerings, order of registration and enrollment in classes, and regulations regarding repeating of classes should be addressed in the shared governance mode of the colleges.

We should not, however, make the decision to cut back in one area or another when sufficient funds is the only driver. We should only cut that which we find not to be useful. We should not abandon areas of curriculum that we believe are important.

Increase Funding

A concerted effort must be made by all of higher education to convince the legislature, the governor, and the voters of California that it is false economy to not fund fully education in California. The citizens of California must understand that they will pay more long term if education is underfunded.

There are a variety of ways to raise the necessary funds. Closing loopholes of various kinds that do not touch the ordinary taxpayer have been proposed. These could increase income tax revenue by almost $2 billion. An additional $2 billion could be raised if the change-of-ownership loophole in property tax for publicly-traded corporations was corrected.

Fees

The Community College Council is opposed to any increase in fees. Fees and tuition are user taxes. The assumption is that the individual student is receiving the reward from education, and thus he or she should pay for the reward. In fact, the entire state of California is rewarded each time a student receives education. The reward by the state is much more than the price that the state has paid for that education. The return to the state comes in the form of increased tax revenue, increased attractiveness of California to employers, increased productivity, less reliance on other forms of state support (including jails and prisons), and a higher cultural level generally.

We should not be tempted to raise fees or tuition. Each time fees or tuition are raised, another group of students is excluded from higher educational opportunities. Recent studies have shown that it is the lower middle class that has been most harmed in the last few years. The very rich are attending colleges and universities at increasing rates. The poor have also increased their rate of participation in recent years, although the rate is still very low. The lower middle class participation rate has been reduced in recent years. This has been a direct result of the increased cost of education. Increasing fees and tuition will just continue this trend.

Conclusion

We must say NO to those who would destroy our dream of an educated world. We must say NO to those who would deny access to higher education to any part of our adult population. We must say YES to the continuation of the dream. We must not let one recession destroy what we have fought so many years to attain. We must say again and again that EDUCATION IS THE SOLUTION, IT IS NOT THE PROBLEM. We must dedicate ourselves to the fulfillment of the Master Plan dream of universal access to higher education. WE, IN EDUCATION, MUST LEAD THE FIGHT FOR UNIVERSAL ACCESS TO HIGHER EDUCATION.

Martin Hittelman
President, Community College Council

January 10, 1992

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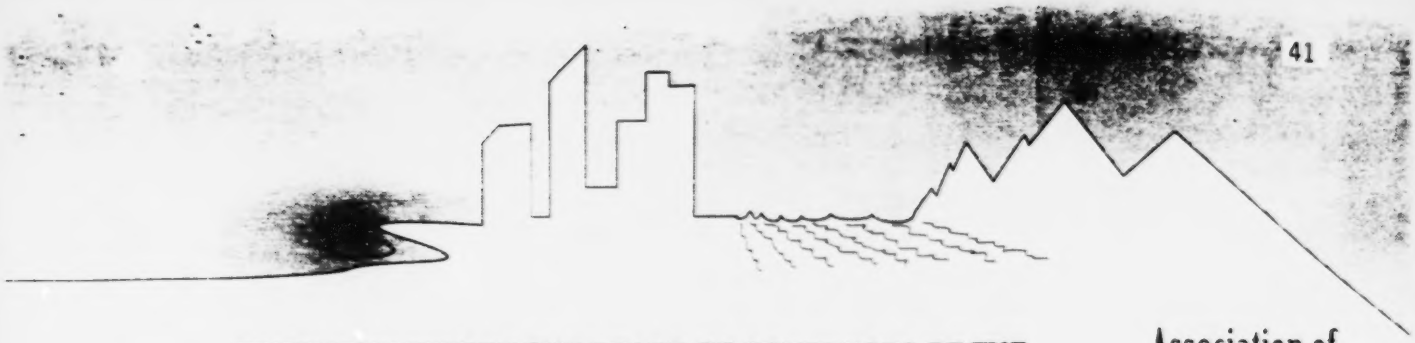

TESTIMONY BEFORE THE BOARD OF GOVERNORS OF THE
CALIFORNIA COMMUNITY COLLEGES SPECIAL STUDY SESSION
JANUARY 10, 1992

Association of
Latino
Community
College
Trustees
of California

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San Diego, CA 92113
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San Diego CCD

Armando R. Ruiz, Vice Chair
Coast CCD

Tony Estremera
San Jose CCD

David Lopez Lee
Los Angeles CCD

Elvira Zaragoza Robinson
Gavilan CCD

On behalf of the Association of Latino Community College Trustees, I wish to express our appreciation for this opportunity to assist you as you begin study of what is clearly the most crucial issue presently facing our system of Higher Education in California.

In considering the difficult question you have posed today, we must be careful not to lose our sense of direction in the mire of expediency. Let us make it clear that we remain fully committed to the goals and vision of the Master Plan for Higher Education which requires us to offer the opportunity of advanced education to <u>all</u> adult residents of this state who can benefit from that opportunity. One of the strengths of California during the past three decades of sustained economic growth has been our nationally recognized system of Higher Education. This system which has provided the broadest access of any state system, has also provided us with a strong competitive edge in attracting high technology businesses.

As we now seek to cope with the most difficult economic period California has experienced in our generation, we can not allow the state's businesses, voters, or policy makers to ignore that reality and respond with short-term crisis management solutions. We must continually remind them that the <u>only</u> long-term solution to economic stagnation is improving the skills of our workforce, unleashing

the creativity of small business entrepreneurs, and meeting the challenge of advanced technology. Our education system is not a source of the present fiscal crisis, but rather, represents its ultimate solution.

Next to the present economic crisis, increasing crime is the number one problem facing our state. The ultimate solution to this problem too is not more jails and prisons, but education - education for those most likely to become tomorrow's criminals because their options have been narrowed by poverty and lack of vision for their potential as productive members of the society.

As locally elected trustees representing large, small, urban, suburban, and rural districts throughout this state, we are obligated to make clear the needs and priorities of the special communities we have been elected to serve. A majority of us are first generation college graduates who have ourselves been able to reach our present professional positions, and been prepared to assume the responsibilities we now exercise as public servants, by virtue of the special promise of the California Higher Education Master Plan. Most of our members were privileged to attend California institutions of higher education during the '60s and '70s earning Bachelors, Masters, Doctorates, and other professional degrees. Our sense of responsibility to that system is heightened by this very personal reality.

Accordingly, we can not, and frankly will not, allow ourselves to be placed in the position of telling our younger brothers and sisters, our children, our more recently immigrated relatives, our African-American, Southeast Asian, Native American, and lower income non-hispanic caucasian constituents that the system whose promise we personally exemplify is no longer open to them; that they will not be permitted to follow in our footsteps and reach higher income and education levels than their parents because priorities have changed and the resources of this state are now being otherwise invested.

The very special mission of California's Community College system has been to provide the access route for residents of this state from all ethnic backgrounds to rise above the circumstances of their birth; to break the cycle of poverty and welfare dependency, to transcend the environments of inner city slums and migrant farm labor camps. Our campuses are the gateway for new populations of Vietnamese, Hmong, Laotians, Filipinos, Central Americans, Mexicans, and the many other special cultures which enrich our society and add to the special social experiment which is California. We must remember that for this large segment of our population, the only institution of higher education which is realistically available to serve their needs is the Community College system.

All of that said, we are not unmindful of the political and fiscal realities presently facing our Colleges. We recognize that we must do our part at the local level to insure that we are cost conscious and cost effective in delivery of services. With the implementation of shared governance throughout the state we are working to insure that individual campus resources are focused into classrooms. We are encouraging higher levels of effectiveness within all levels of our institutions, and establishing higher standards of expectation for the productivity of all employees. We are developing programs which extend the use of our facilities, such as the Los Angeles District's PACE program, which serves full-time workers in an intensive program of evening and Saturday classes leading to an A.A. degree within 3 years.

Limited resources require fundamentally that we be clear in our priorities. We suggest our priorities must be the following:

1 - Basic Skills, including English as a Second Language programs;

2- Vocational education designed to meet the present and future needs of the increasingly technological industries we wish to see attracted to and expanded in California;

3- Lower Division college courses preparing students for transfer to CSU, UC, or private 4 year institutions.

We urge you to require that all Community Colleges, as they implement cost saving measures and cut class sections, not allow those cuts to disproportionately target basic skills or ESL courses. We suggest that if a system of priorities for enrollment is required due to limitations of space, a lower priority must be given to those who already possess A.A. or other advanced degrees.

Other private and public institutions can serve the needs of those who have already achieved a strong basic education, who seek enrichment courses or advanced skills necessary to move from one professional position to another. But for many, we are the only opportunity to enter the higher educational system find their potential, and gain the confidence to proceed to those higher levels. The true test of our effectiveness during this period of limited resources will not be how many students we serve, but how many of those who cannot, or will not, be served by any other institution we are able to advance and help to realize their fullest potential as productive citizens of California.

Others of my colleagues, Trustee Armando Ruiz, Vice-President of the Coast Community College District, Trustee Maria Teresa Viramontes of the Contra Costa Community College District, and Chancellor Al Fernandez of the Coast District will be presenting additional specific proposals which our organization has endorsed for your consideration.

STATEMENT TO THE CALIFORNIA COMMUNITY COLLEGE GOVERNING BOARD HEARING AND STUDY SESSION ON ACCESS, JANUARY 10, 1992

Honorable John Parkhurst, President, Governing Board Members and Chancellor David Mertes my thanks for the opportunity to share ideas today on the critical issue of educational access.

personal story

The Master Plan for Higher Education presented the philosophical framework for access to higher education but under the dominate issues of this day the Noble House is failing.

The harsh fiscal reality of global economic depression and intense competition for economic growth, the population explosion of the state, the alarming trend for a widening disparity between rich and poor because of a shrinking middle class these are the issues which color and define our political landscape and any meaningful discussion on educational access for higher education.

It is within this context, that I ask the Board to consider the following suggestions:

(1) the community college schedule and curriculum must address the growing K-12 curriculum issues because of the fiscal crisis in that system

(2) In the short-term and for the long-term to begin a public discussion within the higher education community on structurally changing the financing of undergraduate freshman and sophomore seats from UC directed to CSU and community college

(3) In the short-term 91-93, a consideration within the community college system for an admissions priority policy during the state fiscal crisis.

Some of the K-12 Curriculum Issues impacting access to higher education are related to the increase in educational requirements for graduation as adopted by the State Board of Education in 1984 and SB 813 in 1983. The college bound UC high school requirements called the A to F courses impose for entrance the completion of the following requirements: a) 4 yrs of English, b) 3 years of math, c) 1 year of lab science, d) 1 year of US History and Government , e) 2 years of foreign language, f) 4 yrs approved electives.

K-12 districts all over the state last year have reduced curriculum offerings by restricting secondary programs from 7-8 period days to 5-6 period days. During this year, major urban districts all over

the state effectively closed or reduced to 1 to 1,000 ratio counseling programs, closed or reduced library service. The consequences of these programmatic decisions will be radical to higher education. In the normal order of trying to establish secondary schedules students will not be able to obtain enrollments or completion of enrollments in A to F courses and many parents will not be prepared to help their childen plan a schedule for completion by graduation.

In 1984, 38% of all junior and seniors where enrolled in A to F courses. In the subsequent years, this population with the expectation to be college bound is increasing in enrollment but enrollment patterns demonstrate over five years a 15.8% non completion rate of A To F courses upon graduation and that was happening before the state fiscal crisis.

Year	Enrollment	Completion	Difference
85-86	44%	28%	16
86-87	43%	26%	17
87-88	44.6%	28.2%	16.4
88-89	44.7%	30.3%	14.4
89-90	47%	31.7%	15.3

If you look at enrollment patterns by ethnicity the disparity in enrollment and completion widens, for example the State Department of Education Performance Report of 1989 identifies enrollments in Advanced Mathematics, Chemistry and Physics with American Indians, Hispanics and Blacks demonstrating one half to one third less in enrollment than White Enrollment.

Advance Math	Chemistry	Physics
White 39.8%	White 37.8%	White 17.1%
A Ind 21.9%	A Ind 23.8%	A Ind 8.2%
Hisp 22.6%	Hisp 28.2%	Hisp 8.3%
Black 24.9%	Black 33.5%	Black 9.5%

More students are going to arrive at our colleges without completing college bound secondary curriculum with the intention of transferring to four year institutions. More students of color are going to arrive with the intention for college transfer who have never been enrolled in even secondary level college bound curriculum.

In K-12, between 1985-1990 the number of Limited English Proficient Students (LEP) grew four times as fast as general enrollment growth. The current California LEP population is equal to the total enrollments of LEP for 37 states.

Finally, approximately 112,500 California students took the SAT exam in 1990 of those 86,000 where seniors. The verbal Scores on the Scholastic Aptitude Test demonstrates clearly a continuous

decline since 1972 in the state Verbal Aptitude Score with finally the 1990 scores a full 45 points below 1972.

Our curriculum offerings must respond to these instructional issues for access and programs to sustaining articulation and intervention during this fiscal crisis for both educational systems needs to be funded.

On the second suggestion, a painful but realistic discussion within the higher education community on how we structure undergraduate seats and finance them for entrance needs to occur statewide.

The Higher Education Plan states that 12.5% of the top high school graduates have opportunity for entrance at UC and the top 1/3 to the Cal State System with Community Colleges having unreserved open enrollment.

This plan has not been fully funded in the past and will not be funded this year and certainly not considered affordable in the immediate future.

If you consider the cost to educate freshman and sophomores it doesn't take a genius to figure out that the cost to educate a freshman at UC is double what it costs to educate that same freshman at Cal State and nearly six times the cost to educate that same freshman at a community college utilizing the most conservative estimates on Full time Equivalents to the accumulative budget for each system.

In order to protect access by quantity the educational community must consider structural reform of freshman and sophomore seats by seriously reducing or ending UC entrance undergraduate admissions for freshman and sophomores and increase transfer junior seats in that system and protecting the special action admits from the current 6% to at least 10%. Concurrently, the state needs to shift freshman and/or sophomore seats to community colleges and Cal State System.

On suggestion three, as one trustee who believes in a commitment to open enrollment and fought against the most recent federal challenge to that state policy, I find the following compromise personally difficult but necessary. During the next two years of our state fiscal crisis as a system the governing board needs to consider establishing a priority system for entrance. I find it most difficult to support that a Californian with a master degree who decides to return to a community college next year for instruction might take the seat of a low-income non high school graduate returning for a second chance, or a recent high school graduate who has not completed college bound secondary and college level transfer curriculum. These are the real choices our computers are making by enrollment applications dates but I feel that a policy of equity must some how be achieved within our system that protects the most economically vulnerable and the least educated.

I anticipate your consideration on these issues and look forward to your leadership in addressing them state wide.

Sincerely,

MariaTheresa Viramontes
Trustee, Contra Costa Community College District

DRAFT WORKSHEET *

YEAR	SYSTEM	ACCUM BUDGET	STATE %	HEAD COUNT	FTE	ACC BUDGET COST TO FTE	HEAD COUNT COST TO STATE SHARE	FTE COST TO STATE SHARE
1990-91	UC	9.0 b.1	2.1 b.1	161,095	143,200	$17,899	** $ 13,035	$ 14,648
Projected 1991-92	UC	9.4	2.13	162,682	137,500	N/A	$ 13,093	$ 15,490
90-91	CSU	2.822	1.699	372,495	274,500	$ 10,280	$ 4,564	$ 6,189.
Proj. 91-92	CSU	2.852	1.655	380,172	280,220	$ 10,177	$ 4,353	$ 5,906.
90-91	CCC	2.755	1.751	1,457,539	897,000	$ 3,071	$ 1,201.	$ 1,952.
Proj. 91-92	CCC	2.798	1.704	1,513,878	838,484	$ 3,335	$ 1,125.	$ 2,031
Subtotals								
90-91		14.577	5.550	1,991,129	1,314,700	$ 11,087	$ 2,787	$ 4,221

* Feb 91, Legislative Analyist figures and projections
** Not to accum budget estimate

Presented by Mr. Armando R. Ruiz, Trustee

Coast Community College District

According to the California Higher Education Master Plan, community colleges are required to provide open access to all individuals 17 years and older who have the "ability to benefit" from higher education. In complying with this Plan, it is important that we continue to provide access to all individuals wishing to enroll in lower-division courses at a California community college.

Additionally, the mission of California's community colleges states that we must provide access to all individuals wishing to attend a community college. Current budgetary and other constraints have forced many community colleges to deny access to some individuals who wish to attend. In this era of limited resources, we should not be considering who to deny access to, but rather who should receive priority enrollment. It is our opinion that first time students with less than two years of college credit who are pursuing a transfer or occupational goal, as well as students who need basic skills and ESL courses, should be given the highest priority. From another perspective, students who have already earned a baccalaureate degree should have a lesser priority (please note that 15% of Coast Community College District students hold a B.A. degree or higher). We need to devise other ways to serve those who already have degrees, are currently in careers, or are leisure students.

AJR 17, which was passed during the 1991 California Legislative Session, requests the President and U.S. Congress to repeal the U.S. Department of Education's "ability to benefit" regulations and to enact legislation allowing California to maintain its commitment to ensuring access to higher education through California's community colleges free of any federally imposed admission tests. Let's make certain that we don't undermine the "ability to benefit" doctrine within our own system thereby denying access to higher education to individuals most in need of our services.

Now our Chancellor, Dr. Fernandez, will speak about some fiscal issues that affect access.

Presented by Dr. Alfred P. Fernandez, Chancellor

Coast Community College District

Today, the fiscal condition of California's community colleges is a serious concern. With the emergence of the free-flow law, it is no longer prudent to have a growth cap based on the percentage change of the adult population within community college district boundaries. The statewide average of change in adult population as defined in Section 2228.1, Revenue and Taxation Code, for 1990 was 2.08%, with some districts' populations increasing at less than 1% and some increasing by more than 9%. Under free-flow, however, actual population changes within districts often have little or no relation to the student enrollment increases. In the Coast District's case for example, we are limited to a 1% growth, while 30% of our students come from outside our district. We are responsibly managing our growth by careful scheduling and turning away droves of students in the process. From a taxpayers point of view, it makes little sense to deny students access because of a lack of revenue for course offerings when facility space is available. Growth revenue based on district population growth in a free-flow environment is unfair and not fiscally sound. Our fiscal resources are being rapidly depleted by serving students above our capacity. No community college wants to deny access to students for any reason, however we are all limited by our financial resources when it comes to determining the number of students we can serve beyond our cap limitations.

In another vein, although community college enrollments have steadily increased to the point where many are currently above their growth cap, there are still 18 districts that have not grown back to their 1982-83 ADA levels because of the growth cap limitations. The percentages below the 82-83 enrollments for these 18 districts ranges from 1.4% to 14.1% below 1982-83 enrollment figures. The lack of an enrollment reduction recovery has had a lasting negative impact on the budgets of these 18 districts. These districts should be provided with revenue assistance as the Los Angeles and Peralta

districts were last year.

Finally, the California Community Colleges Board of Governors and the state of California should allow the community colleges to explore other avenues for serving students as a means toward improving access for all individuals desiring to participate in our higher education system. One such example would be to allow community colleges to offer extension courses at full cost. There are many professionals and career persons who pay significant fees in the private sector and at CSU. Piloting a community college extension program would be a good way to test its viability.

Henry Der

Member, Board of Directors, Treasurer

Asians and Pacific Americans in Higher Education

No written comments were provided.

PRESENTATION TO THE BOARD OF GOVERNORS
DIANNE G. VAN HOOK, Ed.D.
JANUARY 10, 1992

COLLEGE OF THE CANYONS
ANALYSIS OF ENROLLMENT DEMAND

BACKGROUND INFORMATION

- COC is the 14th smallest district in the state (ADA).
- Because of our unfunded ADA/WSCH, in 1989-90 (Fiscal Data Abstracts), College of the Canyons was the **2nd most efficient** out of 71 districts in the state while we were, at the same time, the 14th smallest of 71 districts in the state. We still grew by 11%--thus increasing our efficiency even further.
- **Cumulative revenue lost** over the past 4 years (through 1990-91) due to unfunded ADA/WSCH is estimated at **$6.3 million.**
- The average number of units enrolled per student = 8.2 units vs. 7.8 Fall 1990
- 53% of local high school graduates indicated their attendance at COC during Fall of 1991.
- COC is following our Enrollment Management Plan to bring enrollment down. We are looking to close the gap between funded and unfunded ADA (down from 23% to 10%).
- For the Fall 1991 term, COC did **no advertising** except to mail the class schedule. We did not include **anything** in the paper, on the radio, on the marquees, etc. We curtailed **all** promotional information activity.
- At the 1st census (4th week), only **7.5%** of the total seats available in all classes were not filled. Considering that a college's schedule of classes includes 3rd and 4th semester advanced classes and specialty courses (i.e. nursing which imposes student teacher ratios), this is an incredibly low vacancy rate for the 4th week of classes.
- All classes were seated to maximum capacity allowed by the Fire Department.
- On opening day **80% of all course sections** (517) offered at College of the Canyons **were closed** with waiting lists of up to 20 students.
- Wait lists only accommodate 20 people. They are used to admit students in lieu of "no-shows".
- COC's **underrepresented** population has increased from **7% to 22%** in three years.
- The demand for basic skills classes we have offered by funding them our of our reserves has **tripled** in the same time period.

- Our ADA is currently projected at 3567 this Fall with 9.8% of this unfunded.

FALL 1991 ENROLLMENT DEMAND

- At the first census of Fall term, only 4% of students had dropped any classes.
- Total number of students enrolled Fall 1991 = 6,209.
- **915 students** who filled out applications this fall were unable to enroll in any classes. If additional classes had been accessible and these students had enrolled in the average 8.2 units cited above, an **additional 7503 WSCH would have been generated.**
- Total number of people on Wait Lists before they were cleared on the first day of class = 2,105 or 34% of the total actually enrolled.
- 250 (10%) of the students on Wait Lists were unable to get any classes at all.

ANALYSIS OF ENROLLMENT DEMAND

- 2,105 additional students on the Wait Lists translates to 60 additional sections at 35 per class. This is what we could have added and filled of additional sections of the curriculum we already were offering. This equates to 12% more sections which could have generated a minimum of **430 additional ADA.**
- 915 students applied and could not get in. If these students took our average load of 8.2 units, this would equate to 10,980 units, or 197,640 contact hours ÷ 525 = **376 additional ADA.**
- With a remaining 11% unfunded and a cumulative loss of $6,340,368 over the past four years due to unfunded ADA, we are not adding the new curriculum we should to meet local/state labor market training needs including:

	Estimated ADA
• Expansion of LA County Sheriff's Academy	300/yr.
• Addition of Hazardous Material training for State Fire Marshall's Office	203/yr.
• Addition of Student Work Experience Program	125/yr.
• Addition of Print Technology Program	200/yr.

828 add'l ADA/yr.
or a 23.2% increase in our total attendance ADA

GROWTH IN DISTRICT POPULATION VS. GROWTH IN COLLEGE ENROLLMENT 1982 - 1990

	1982	1990	Percentage Increase
California Population	24,724,000**	29,760,021	20.4%
Los Angeles County Population	7,699,100**	8,863,164	15.1%
Population of the Santa Clarita CCD	86,000*	154,706	79.9%
Fall Enrollment at College of the Canyons	3,490	6,104	74.9%
College of the Canyons Growth Factor	Change in growth factor 1982-1990 resulted in the funding of 34.9 additional ADA at 2/3 of the Statewide rate.		

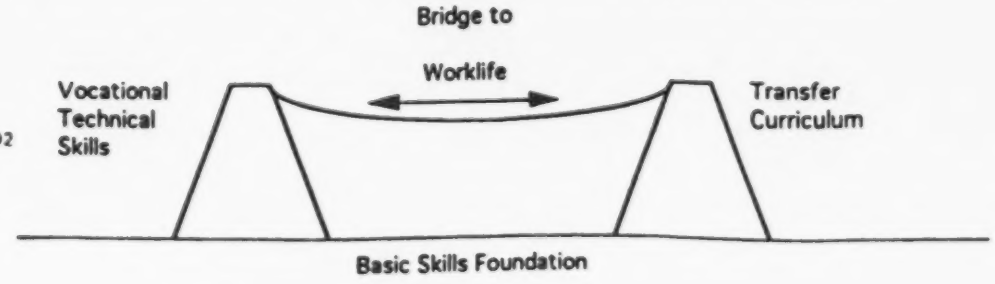
* Estimated figure. 1980 Census shows 82,183 residents. The Los Angeles County Office of Regional Planning notes that rapid population growth in the Santa Clarita Valley started in 1984.

** Estimated population data from the California Statistical Abstract, 1985.

When added to the demonstrated demand illustrated above of an additional 806 ADA we could have generated via unsolicited enrollment demand we tracked this Fall, COC could easily grow 1,634 ADA now--without trying--if we served those waiting to be served. This represents a 45% increase in current ADA.

LONG-RANGE IMPACT

- Local employers who are moving rapidly to the area are not able to work with the College to develop new training curriculum to strengthen and feed their industries with trained labor.
- The result will be a shortage of people available to enter the workforce
- Community colleges will no longer be perceived as viable trainers of the workers of tomorrow. Given that we are the most flexible segment of higher ed and are able to respond most quickly to the rapidly changing needs of industry in a cost-effective fashion, this is a sad state of affairs.
- Access to training is the key to sustaining an economically viable workforce and a healthy economic (budget) situation.
- New entrants to our colleges will have to wait to get in as they will have the least priority. These new entrants are the workforce of the 90's, yet will be ill-equipped to secure employment.
- For many of us, these new entrants are ethnic minorities (COC experienced a growth of 7%-24% in 3 years.)
- Due to economic and family constraints, many people only have a short time to attend college. If they must plan for twice the time (waiting to get in with fewer classes available), it may be longer than they can wait. The result? There will be more people unable to obtain other than entry-level jobs and a shortage of trained labor for the jobs we have in California.
- A lack of trained labor will force businesses to relocate to other states.
- If access cannot be expanded and remedial courses are not offered, a majority of our students will not be able to acquire that essential foundation of basic skills to support their worklife potential.



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California Community College
Administrators of Occupational Education

TESTIMONY TO THE
CALIFORNIA COMMUNITY COLLEGES
BOARD OF GOVERNORS

January 10, 1992

Special Study Session on System Strategies to
Respond to Enrollment Demand with Limited Resources

Good Morning! I am Dr. Norv Wellsfry, Dean of Instruction - Occupational Education at Sacramento City College and Legislative Chair of the CCCAOE. On behalf of our President, Dr. Dean Colli and our membership, I would like to provide you with some of our ideas on how community colleges can continue to fill their critical role in the education of Californians.

Our Association has recently changed its membership policy and now represents a broad cross section of community college professionals who serve the occupational education and economic development needs of the State. Our membership, and our focus, now goes beyond the traditional delivery systems for occupational education.

The vision provided by the Master Plan for Higher Education portrays two primary and co-equal roles for community colleges, occupational education and transfer education. These two roles are interdependent and mutually supporting and therefore we must seek alternate resources if funding is insufficient for us to effectively carry out our mission.

If California is to maintain its economic stability and ensure the social and economic well-being of our citizens, we must find ways to help businesses maintain their competitive edge in the market. Crucial to this need is a well trained and highly motivated workforce. Our role as occupational educators is to insure that this need is met.

We would like to suggest three resources which we feel are not being utilized to their fullest capacity by the system that would help us to continue to serve our communities. These are expanded private sector participation through various economic development initiatives, expanded participation in JTPA, and expanded participation in ETP. Through some redirection of existing resources, there could be a synergistic impact on California's economic vitality.

1. Through the statewide ED>Net activities and individual college local economic development initiatives, college's have met some of business's unique needs. We feel that this type of activity could be expanded. Businesses and the colleges have an opportunity to provide mutually beneficial support to each other. Business, by expanding its activity with college economic development offices and by expanding equipment and other resource donations, would provide additional resources to colleges. Conversely, colleges would then be able to expand their training and educational activities to meet the critical training needs of business. You, as our Board of Governor's, could assist by continuing your communication with the leadership in the business community regarding the willingness and ability of college's to address their training and education needs.

2. At the present time over $300,000,000 in JTPA (Job Training Partnership Act) funds come to California, substantially more than the State receives in Perkins Vocational and Applied Technology Education Act funding. However according to research conducted by our organization, little of these funds go to community colleges (an average of 3.1% for the period 1984-1989). Community Colleges have the largest and most sophisticated employment education and training system in the State. The target population of JTPA, the economically disadvantaged, is a major group served by our colleges. For a variety of reasons, we are not generally active in JTPA -- but we should be. These funds could be a major supplement for us. Again, you could assist the colleges in two ways. First, additional technical assistance (and encouragement) is needed by the college's on the techniques and strategies needed to become successful in the JTPA environment. Second, and more difficult, is the need to enhance the perception of the State Job Training Coordinating Council and local Private Industry Councils of community colleges as effective providers of services. Again a real

synergy could be developed if we jointly put our resources into training this most needy group in our society. The JTPA system could have added access to a highly effective and efficient training system and we could acquire additional resources to provide the needed support services and other resources to a critical segment of our population. Additional benefit would include improved coordination of training services, expanded training opportunities, and training in high demand/high pay occupations.

3. The Employment Training Panel represents another source which addresses a population served by the colleges, those workers whose skills no longer meet the needs of the workforce. As was noted above with the JTPA system, our colleges could be more active, and receive additional resources, if we were able to overcome the obstacles which exist to full participation. Therefore our comments about technical assistance and an enhanced perspective on our effectiveness as providers would apply again.

We as an Association would be happy to continue this dialogue and provide whatever assistance we can to not only bring additional resources into the system, but also to expand the opportunities that we have which are so critical to the future economic vitality of our State.

Thank You.

Norval L. Wellsfry, Ed.D
Dean of Instruction, Occupational Education
Sacramento City College

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HISPANIC COALITION ON HIGHER EDUCATION

BEATRIZ MOLINA

TESTIMONY BEFORE THE CALIFORNIA COMMUNITY COLLEGE BOARD OF GOVERNORS

SPECIAL STUDY SESSION
JANUARY 10, 1992
SACRAMENTO HYATT REGENCY

Members of the Board of Governors, Chancellor Mertes, and invited guests good morning. My name is Beatriz Molina, I am the president and founder of my own public relations business here in Sacramento, and I am here today as a member of the Board of Directors for Latino Issues Forum, a public policy and research center and representing the Hispanic Coalition on Higher Education, an organization that represents over 100 of California's leading Latino business, community, and student organizations.

I thank you for the opportunity to comment on the need to preserve and maintain the community colleges historic commitment to access to California's citizens.

Last year CPEC reported that in 1990 209,289 Latino students were enrolled in public higher education in California. Of this number 161,129 students were

enrolled in the community college system. In other words, 77 percent of all Latinos in higher education attend a community college in California. Thus, any major change in the eligibility or admission requirements to attend a community college will have a major impact on the Latino community.

When the California Master Plan for Higher Education was conceived, it promised Californians with two avenues for to gain access to higher education. The first such avenue made access dependent upon high school achievement, and the second avenue was based upon an individual's capacity and desire to seek higher levels of education.

It is clear that the Latino community has embraced higher education wholeheartedly. Our numbers in the community college system continue to grow, as we seek greater levels of knowledge and access to a four year college or university education.

The community colleges in California have served our community greatly, they have given our community the ability to learn new skills, perfect and increase others and gave us access to four year colleges and universities. A change in the promise of an open and accessible education would alter the very function and mission of the community college. The open door to higher education for any interested individual would be shut.

If enrollments are limited, the California Community College would be nothing more than a public supported vocational school serving no other mission than tracking students into a vocational track.

The openness of the community college gives testimony to California's commitment to equality of opportunity through education. California's community college system has been a model for other states as the leading edge of an open and egalitarian system of higher education. I would argue that we continue this tradition of being an open institution.

Indeed, our state faces a tough battle to ease the economic recession and close the budget gap. However, to change the admission process for economic reasons alone would be a grave setback to diversity efforts and would make very bad public policy.

It is estimated that by the year 2000 the state's dependency rate -- that is the proportion of people under 18 and over 65 years old who tend to use social services at a greater rate than working adults -- will rise from the current 58 percent to 68 percent. This 68 percent will be predominantly white. Thus, the majority of the work force in California by the year 2000 will be people of color; without a quality education by access to a community college, our state will be in a far worse condition that we are currently in.

Today's debate should be how to increase the number of students learning and gaining a quality education in the community college rather than how to limit or reduce the number of students in community colleges.

Latino Issues Forum will continue to work with the leadership of the community college system, members of the legislature, and Governor to seek greater resources for the community colleges to maintain the promise of the Master Plan. Thank you.

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STATUTORY ADVISORY COMMITTEE
Extended Opportunity Programs and Services
California Community Colleges
1107 9th Street, 2nd Floor
Sacramento, CA 95814
(916) 323-6899

President Parkhurst, members of the Board, and Chancellor Mertes:

I am Dr. Enriqueta Ramos, the Vice Chair of the Extended Opportunity Programs and Services Statutory Advisory Committee.

Today, I am here to ask you to consider the needs of those students and potential students who, without categorically funded programs like EOPS and CARE, would not be able to complete their college education. Without these services, such as outreach, recruitment, retention, counseling, tutoring and tranferring, low-income, minority and academically high risk students would not consider college a reality. We are also concerned that Term Enrollment Management would only provide an education to those students who fit the traditional college student mode and exclude or deny access to underrepresented students.

The EOPS Statutory Advisory Committee does not offer a solution to the dilemna faced by you, the colleges, and the State. But we are fullfilling our legislative charge to recommend a policy of access and inclusion for those students without the means to make themselves heard. Experience has shown that a student with little educational skills can come to a community college, graduate or transfer, attend and complete his or her chosen educational program as well as any student. Indeed, as the Chancellor's Office Research and Analysis Unit has shown in their preliminary data report, EOPS and CARE students do as well or <u>better</u> academically than all other students on campus!

We ask you to seriously consider the implications of your actions. Access to education is a right for all individuals who have the talent and motivation to succeed, including the under-represented students.

Community
College
Educators of
New
Californians

70\71

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TESTIMONY TO THE BOARD OF GOVERNORS CALIFORNIA COMMUNITY COLLEGES JANUARY 10, 1992

Mr. President, members of the Board and Chancelor Mertes, good morning and happy new year. Thank you for the opportunity to come before you today to speak on behalf of the fourteen member colleges of our organization, Community College Educators of New Californians (CCENC).

Recognizing that we are all faced with the difficult task of performing our professional duties with reduced, limited and uncertain funding, I am here today to offer our support, expertise and resources to address the educational needs of the 1.6 million newly legalized immigrants, the New Californians.

As we happily learned yesterday, the Governor announced that in the 1992-93 budget, community colleges will receive an increase of $268.5 million for next year. That amount includes an augmentation of $110.6 million for unfunded growth. As you may already know, Amnesty students represent part of that growth. Fortunately, through the State Legalization Impact Assistance Grants (SLIAG) program, the federal government currently pays for the ADA growth of this population. However, as of July 1, 1992, no additional monies for this population will be forth-coming. Anticipating the loss of federal funding, the Chancellor's Office wisely included the Amnesty ADA in the projected 1992-93 unfunded ADA count.

With the loss of federal SLIAG funding, CCENC is concerned about the lack of assurance that Amnesty students will continue to receive the same level of services that attracted them to the campuses initially. Why this concern?

Because, prior to SLIAG, this population could not access the community colleges or any other public educational institutions. The 1989 Health and Welfare Agency survey pointed out that the Amnesty population had zero hours of post secondary education prior to SLIAG. The certificate of satisfactory pursuit that we authorized to issue was what brought them to our campuses.

Members Colleges :
Cerritos
Compton
East Los Angeles
Glendale
Long Beach
Los Angeles City
Los Angeles Harbor
Los Angeles Mission
Los Angeles Southwest
Los Angeles Trade Tech
Pasadena
Rio Hondo
West Los Angeles

We are also concerned that over-cap, financially strapped districts will choose to not serve this more costly and problematic population. Because of their special needs, it costs more to serve Amnesty students. These costs have been validated by the Department of Finance and the state legislature through the budget act that authorized an increase of the original reimbursement rate from $2.59 per student hour to the current $5.50.

The consideration here is why, during such lean financial times, should we continue to serve such a costly student population?

Because we believe that continuing to educate New Californians is a prudent, sound investment. We know this population intimately. We know that they represent 12% of the California workforce. We also know that almost all of them work, many of them two jobs. Furthermore, it is a fact that they value the family unit, that they honor the institution of marriage. Additionally, we know that they are a young, healthy population. Equally of importance, we know that New Californians want to be educated, productive members of this society. They want to become proficient in English, they want to improve their job skills and they want to become U.S. citizens. Most importantly, they are significant contributors to the economy of this state and nation. In short, they are the type of model citizens that form the backbone of America. These and other facts that we know about New Californians lead us to believe that it would be foolish for us to turn our backs on a population that has demonstrated a commitment to the American way of life: hard-working, tax-paying, family-oriented and patriotic.

However, CCENC is not here today to argue that this population is more deserving than others. Rather, we are here to ask you for the opportunity to participate in the process of allocating the growth funds. We are not asking for priority, but simply, equity. With program-based funding, we know that you have the authority and opportunity to respond to the educational needs of the New Californians.

Thank you for the privilege of addressing you today.

SCENARIOS FOR THE FUTURE OF COMMUNITY COLLEGES

Clair Parsh, President
Community College Association/CTA/NEA

The Community College Association/CTA/NEA welcomes the opportunity to offer our thoughts on the future of community college education. The Commission on Innovation has a unique opportunity to search for alternatives for the delivery of education in California.

The ongoing crisis for funding for publicly supported colleges and universities in California has raised questions that are not trivial. The question of change is not whether to change but when, how and how soon? Academics tend to be cultural conservatives and resistant to institutional change, regardless of their political or ideological leanings. But, during this time of crises, we must look carefully at what we must preserve in order to maintain our mission, and what to change in order to allow higher education to meet long-term commitments for educating students.

The success of the Master Plan has been remarkable. The promise of the master plan--to admit any student who can benefit from post-secondary education--has been met. But today, under the pressure of serious budget cuts, the promise is being broken to tens of thousands of students who are being turned away from overfull or canceled college courses.

CCA has been working with The Global Business Network, an organization that develops future scenarios. Based on some preliminary work, we would like to offer some possible scenarios of community college education of the year 2005. We do not endorse these as desirable outcomes, but offer them to the Board of Governors as possible discussion points as work continues with the Commission on Innovation.

Things Will Return to "Normal"

The recession will end, tax revenues will pick up again. Once again there is enough money in the budget to pay for increases in salaries, to hire more faculty, purchase equipment, maintain buildings and reopen temporarily closed classes and the funding cap on FTES will be eliminated. Californians will once again be proud of one of the best post-secondary educational systems in the world.

This is probably the most desirable of the scenarios. However, it is unlikely that community colleges will have sufficient funds to complete all parts of its mission. The recession will end, but the long-term changes in the structure of tax support for higher education may not change. In the short term, it is unlikely that the legislature will allocate a greater percentage of state revenues to education. It is likely that higher education will remain hostage to short-term swings in tax revenues. Education will be in increasing competition from health care, prisons and welfare for tax dollars.

Restricting Admission

Community colleges establish a "floor" for admission. Students must meet entry criteria, such as grades or test scores prior to admission. This solution is contrary to the basic premise of community college education in California, but it is a possibility for the future.

The commitment made by the Master Plan was a wise commitment. The issue here seems to be *Access vs. Quality*, as if quality were attainable only in a system of limited access. This premise is flawed in many ways.

The question to be answered if this scenario comes to pass will be how to continue the access for students of differing ethnic backgrounds. Broad access to higher education through the community colleges provides a pathway to success for individuals whose less privileged situations might otherwise limit their achievement. The American and Californian dream of equal opportunity would be foreclosed for many of California's less privileged students.

The Software Revolution

In this scenario, costs are lowered through the use of high technology to attain higher productivity. We are entering an era of technology that was not even dreamed of 20 years ago. The world in the year 2005 will contain dozens of information technologies that would astound us today.

The development of fiber optics will bring massive information resources almost anywhere. Distant learning becomes more of a reality whereby the college campus becomes less important as a place of delivery of educational information. Education will be self-paced, personalized instruction at a site of the student's own choosing. Software will be highly personalized. Intelligent diagnostics will identify the rate, level, and learning style of each student and the pedagogical procedure of any given courseware will adjust accordingly.

The cost of computers will continue to decrease, so all students will own some form of computer. Subsidized purchase plans will be available to students from limited financial backgrounds. All students will have access to computer aided instructional methodology. CD-ROM, and hypertext in multi-media may replace the text book with an entire reference library available for instant access.

In this scenario, the role of the teacher will change from a repository of expertise to a guide to resources. The best professors will not be those who can dispense knowledge, but those who are good at managing the "interface" between each student and existing knowledge. The Librarian will become more important than the Lecturer in transmitting knowledge.

For the student, higher education will be a lifelong endeavor, with repeated, recurring activities, rather than ongoing attendance at college for *educational excellence*. Students will have access to college courses at any time in their career.

There is an appealing lure to this type of education. There is a perception that the application of new technology lowers costs and enhances productivity. More people learn for less money. What is left out of the scenario are the great start up and upgrading costs of the equipment. The development of educational materials that will hold the interest of the student will be very costly.

The danger of this scenario is the isolation of the student from others. An important part of the educational process has been the socialization process. Students coming together to solve mutual problems is just as helpful, in many cases, as learning that occurs in the classroom.

An additional problem is the potential lack of creativity. The reliance of "one correct" answer, without the opportunity to discuss divergent viewpoints may be a drawback for this form of education delivery.

Privatization of Education

Surveys are showing an increasing number of students are looking to educational institutions to provide the means for acquiring an occupation. The concept of higher education providing a broad based liberal arts education is declining as a goal of students. If that is true, might it not make more sense for private business to assume the task of educating the students they hire? In this scenario, the private sector picks up the funding burden where the state leaves off.

Business currently spends billions of dollars on training, and in some cases (McDonalds University and Motorola University) provide extensive facilities for education. Business in the year 2005 could then be a competitor rather than a supporter of existing public institutions of education.

There is already great concern about the influence of business on effecting the shape of the curriculum of the college. Corporate dollars overwhelmingly seek out programs in math, science, high technology and business education. There is a major concern about the future of liberal arts in this scenario.

Student Flexibility

In this scenario, students assume responsibility for their education. There will be a "paradigm shift" in what constitutes higher education. Students will design a curriculum that best suits their needs, and will enter into a contract with a college for the delivery of the program. The classic lecture method of instructional delivery will be drastically reduced. Colleges will become much more flexible in providing degree credit for a variety of educational experiences. Students can participate according to their own preferences, needs and responsibilities. College facilities, such a libraries, computer stations and laboratories will be available 24 hours a day. Using the tools of technology, students will be able to come on campus, and by using multi-media and computer software participate in the college experience at a time convenient to them. In addition, colleges will give credit for distant learning, where students learn at home, on the job, while traveling, while on vacation.

Colleges will reduce the quantity of courses necessary for a degree. The time to earn a degree will be returned to a two-year time frame for the community colleges. Colleges will offer sufficient courses to guarantee the degree in a specific time for those who desire. Courses can be in classroom activities, through distant learning, or credit for life or job experiences.

An increase of degree requirements occurs because colleges recognize that the amount of knowledge that needs to be learned increases with each generation. The person born today will have more to learn, and to catch up on than ever before. Under this scenario, education will become a life long experience. There will be less reliance on obtaining the entire higher education experience within the first few years after leaving high school. Colleges will provide a basic education, and then offer opportunities, through various technological means, for the student to acquire knowledge when needed. Course work taken, and success in those courses will assume a greater importance than a college degree.

There is a new shift in the responsibility for learning. Education moves from a relatively short-term experience with little follow-up to a long range responsibility. The colleges and students assume the task of perpetually re-educating both the young and the old of our society. As a result, Education becomes the foremost item on the social agenda of our country.

Public Funding Shift

Public funding shifts from the institution to the student. There is no significant decrease in funding, in fact, funding may increase. The Federal Budget will play a greater role by providing "G.I. Bill" type funding for the students. Those funds will be used to pay for tuition, fees and living expenses. Subsidized housing will be provided. Students could use the funds at any institution of higher education, both public and private. There will be a major effort to shift students into full time attendance and commitment to education.

Institutions will receive a basic amount from state funding, but will be expected to supplement that amount from tuition charges and private donations from corporations and individuals.

Conclusion

The purpose of this paper is not to provide solutions to the long range problems facing community colleges. We have tried to look into the future and provide possible scenarios of what could be the outlook for education in California. Each of the scenarios are feasible, so those within the community college family should be developing strategies to prepare for the possibility that any or all may occur.

There are obvious advantages, problems and implications with each of the scenarios. We hope this paper will stimulate further discussion by the Board of Governors and the Commission on Innovation.

COMMUNITY COLLEGE ASSOCIATION
P.O. Box 41927
Sacramento, CA 95841-0927

TESTIMONY PRESENTED TO THE BOARD OF GOVERNORS
SPECIAL STUDY SESSION
JANUARY 10, 1992
BY DR. TERRY L. DICIANNA
CHANCELLOR
CHABOT-LAS POSITAS COMMUNITY COLLEGE DISTRICT

Good morning to the Board of Governors, Chancellor Mertes, ladies and gentlemen.

My name is Dr. Terry Dicianna and I am Chancellor of the Chabot-Las Positas Community College District. Our District has over 21,000 credit students and recently celebrated its thirtieth anniversary. The Chabot College student body has approximately 52% minority ethnic groups reflecting our service area. Las Positas College is California's newest accredited community college.

I am requesting direction from the Board of Governors as the consequence has severe implications for the entire California Community College System.

The Chabot-Las Positas Community College District hired, as of last September, the required number of new full-time teachers for our District per AB 1725. We still remain below the goal of a full-time/part-time ratio of 75/25. This summer a number of our full-time teachers will retire or resign. We are aware of the requirement to replace them in order to maintain the September, 1991 ratio.

For the 1991-92 academic year, our District reduced our class offerings by 6%, and this reduction is part of the State Chancellor's office estimate of 5,000 fewer sections. Even so, we were still able to serve more students; however, many more were desirous of enrolling. This trend cannot continue as over 7% of our credit students are unfunded and are part of the 90,000 or so unfunded students statewide.

In light of the continuing fiscal problems of California, our future alternatives seem to be to hire replacement full-time teachers while reducing the number of course sections. Layoffs of non-faculty personnel may have to be considered. The scenario might well be advertisement for new faculty while discussing layoff procedures with the representatives of CSEA.

Our primary responsibility is to maintain the California Master Plan of access to all. While we would not deny access to our colleges we are becoming like the Russian supermarket where all may enter but selection is so limited many simply walk away. In reality, access is denied because there are no classes remaining for students to enroll.

The direction I seek is whether the requirement will remain to adhere to the full-time/part-time ratio of September, 1991 even if other staff layoffs occur and the reduction of class sections result in the end of the California Master Plan. If the requirement is suspended, the dollars for replacement faculty salaries could be used to maintain our current staff and offer additional class sections by part-time teachers.

Therefore, the question becomes whether the California Master Plan will be viewed as more important to the educational goals for our students or will the goal for a 75/25 faculty ratio be our top priority?

Thank you for your attention.

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Dept. | Phone # (707) 253-3372
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Remarks by Margaret A. Lee
Presented to the Board of Governors
January 10, 1992

President Parkhurst, Chancellor Martes, members of the Board of Governors:

I am Margaret Lee. I am a community college graduate as are my three children. I speak here as a trustee from Napa Valley College. Napa Valley College is a mid-size community college located about 50 miles north of San Francisco serving approximately 10,000 students with an ADA of about 4300.

At Napa Valley College, we, as Isobel spoke before me are "concerned about sufficient resources to maintain the promise of the Master Plan of Higher Education."

We KNOW the resources are not NOW sufficient.

We ARE responding, and in no way do I want to imply that we or any of the other community colleges have been wildly spending. At Napa Valley College our budget has been lean for some time. Our goal at Napa Valley College is to maintain the integrity of the instructional program (to do as little damage as possible) while working within budget constraints.

As soon as we at Napa Valley College knew of the state's financial crisis we quickly took action.

All budget centers were asked, if possible, to cut back 7%, or more, immediately. We didn't tell them how to do it, just to try and do it, and they tried. All segments of the campus community were involved in brain-storming sessions, looking for ways to increase income or decrease expenditures. Feasible suggestions were implemented.

A management study was begun. All administrators received March 15 notices - a very painful process - causing morale problems. Three positions were eliminated. Some staff were reassigned.

In order to maintain fiscal stability, a decision was made to have little or no un-funded ADA. An enrollment management team was formed called the Tiger Team which consisted of administration, faculty and scheduling staff.

Decisions were made to cut summer school drastically - 60 sections were eliminated, many of them in P.E.

In the fall - non-credit programs were cut two ways:

1. Cut the semester from September to December, rather than end in January.
2. Eliminate classes.

The Tiger Team kept all credit classes needed for students to graduate in their major.

All lower enrollment classes (20 minimum) were cut unless needed for graduation. This increased our productivity WSCH to FTE.

Because we had a waiting list of 200 students, English classes were added. ESL classes were added to meet access needs. These increased to 25 sections serving 600 to 700 students. Napa's population is 9% Hispanic but 11% of the students at Napa Valley College are Hispanic.

Rooms were rearranged to serve as many students as possible.

There have been NO salary increases. Even though the costs of health benefits have increased, the district has not been able to increase its contributions.

Regarding facilities and equipment: We are proceeding with building the Upper Valley Center in St. Helena. The new center improves access in the upper Napa Valley and replaces previously condemned trailers. State funds had been allocated and Napa Valley

(more)

College had previously set aside capital funds. There is some concern on campus that funds from current programs will be diverted but current projections are that the center will make $300,000 in 1994-95.

The Napa Valley College Foundation is doing a major fund-raiser to obtain $47,000 to match a National Science Foundation grant for a computer lab.

For the spring semester which begins Feb. 3, credit registration is double where it was at this point last year. Students know sections are limited and are registering early. Currently enrolled students get the first chance for classes, then new students who have never attended classes. Registration for all other students starts Jan. 21. It is too soon to know how high enrollment will be this spring compared to last spring.

These are some of the ways Napa Valley College is trying to maintain access and survive financially while maintaining the integrity of the instructional program. Perhaps other districts may emulate some of them, and we want to learn from other districts.

I hope the Board of Governors shares all of the options presented to them with the districts. . .as options NOT mandates.

Each district has its own needs and only local control using a shared governance approach will best meet this crisis.

Thank you!

#

STATEMENT OF LOIS A. CALLAHAN
CHANCELLOR, SAN MATEO COUNTY COMMUNITY COLLEGE DISTRICT TO
THE CALIFORNIA COMMUNITY COLLEGES' BOARD OF GOVERNORS
JANUARY 10, 1992

Today I'd like to discuss with you some areas in which community colleges face restrictions that, if eliminated, would enable us to maintain better control over our financial destiny. We are all anticipating another very difficult budget year which, when coupled with the enrollment increases we have been experiencing, will severely test the management capabilities of Chancellors, Presidents and local Boards of Trustees.

The budget problems that we face are ultimately **local** problems that demand local solutions. Therefore, most of the items that I would like to present to you today involve either the elimination of State regulations which restrict our ability to increase local revenues and manage our local resources or which are very costly for us to comply with. The items I propose are in four areas: (1) rental/lease of facilities; (2) capital outlay funding processes; (3) funding for instructional equipment; and (4) increases in student fees which can be maintained locally.

1. **Civic Center Act/Rental of Facilities.** Currently, the Education Code mandates that colleges must allow certain Civic Center groups free or reduced-cost use of college facilities. The Code also restricts our ability to rent our facilities for more than five days in a fiscal year to non-Civic Center organizations when the facilities are not needed by the colleges.

   Both of these Code requirements are costly for local colleges. In our District, we employ a half-time or full-time clerk at each College whose main duty is to schedule Civic Center use of facilities. The Code also restricts how much we can charge certain Civic Center groups for services, and that amount is never enough to cover our costs of providing the service.

   Education Code Section 81378 specifies that rental of facilities to non-Civic Center organizations must be restricted to five days or less each year and, even if rented for five days or less, there are very cumbersome regulations which must be followed. We have had to turn away organizations which wanted to rent space from us for a semester or year, with a resultant loss of revenue. There are a number of times during the day or on weekends when our Colleges are not being used for instructional purposes, and we would like to be able to rent the facilities to generate additional revenue for the District.

   These Code sections should be reviewed to grant more local flexibility.

2. **Capital Outlay Application Procedures.** We strongly believe that there is a need to revise the application procedures for Capital Outlay funding to reduce the costs both to local districts and the State. Currently, the Department of Finance requires us to produce "Capital Outlay Budget Change Proposals" (COBCPs), which include architectural drawings of proposed Capital Outlay projects several years before the project is approved. The cost of this can range from $10,000 to $30,000, and the district is not guaranteed that the funding will be available for the project under consideration. There is need for some cost revision and simplification of the process.

3. **Instructional Equipment Funding.** As you are well aware, both the University of California and The California State University systems have line-item budget amounts for instructional equipment included in the Governor's budget each year. Community colleges must rely either on general operating funds or on voter-approved bond funds to finance new equipment. If we are to continue to be major contributors to the economic development of this State, it is absolutely imperative that we receive additional funds for instructional equipment. Therefore, we propose that, until community colleges are fully funded under Program-Based Funding, a community college instructional equipment fund should be included in the Governor's budget.

4. **Adoption of Additional Fees.** When the enrollment fee was first instituted for community colleges in 1984, our authority to levy other fees was severely limited. The University of California and The California State University both charge a variety of fees for specific activities, expenses or services, including application fees, student services fees, late enrollment fees and lab, locker and instructional materials fees. We believe the community colleges should be given greater local authority to determine which instructional materials fees are necessary and to levy those fees. Any such fees collected should be retained at the local level.

Thank you for your consideration. I'd be happy to answer any questions about these proposals.

CALIFORNIA BOARD OF GOVERNORS
January 10, 1992
Nancy Rosasco

Good Morning....to Chairman Parkhurst, to the Members of the Board, and to Chancellor Mertes. My name is Nancy Rosasco. I have served as a member of the Yosemite CCD board since 1975. I am the Immediate Past President of the Association of Community College Trustees, our national community college trustee organization. I have been a member of the California Community College Trustee board of directors for almost 6 years. I am speaking for myself today.

I appreciate having the opportunity to convey to you my thoughts as they relate to the future of our community colleges. The importance of the decisions you as a board make will be critical not only to our community college system but also to the health and vitality of our state and of our nation

During my tenure on the ACCT board I have had the opportunity to travel across our nation and learn firsthand about the vast network of community, vocational and technical colleges which have provided educational opportunities to millions and millions, perhaps billions of people. I have learned that though we have differences from state to state that we are all basically engaged in the same business...that being to provide sound educational programs to a large percentage of our population...serving the transfer student, the student seeking specific vocational or technical training, to the student desirous of upgrading basic skills, and finally, to meet a variety of needs unique to the community which each college serves. Every where I have travelled I have met people, board members, staff members and students, who are enthusiastic and committed to what we are all about.

Almost without exception, all states are experiencing real financial challenges which, as is the case in California, have impacted higher education. As I have meet and talked with community college trustees and administrators across our country, I have been impressed that they are very resourceful and a wonderfully creative group. Given a challenge these attributes are utilized to make decisions which will best serve their own community college district's needs.

Today I wish to make but one point to you. As you sit on the board setting overall policy for California's community colleges and facing some tough financial decisions, it is my hope that you will not set policy which will in any way interfere with California community colleges' "Open Door" policy. This now historic policy has served our state well. I happen to reside in a community served by Columbia College. I lived in this community prior to the time that we had a college. I have seen the differences that Columbia College has brought

to our community. A very significant percentage of our local kids now go on to college and an even more impressive number of our adult community have gone back to school to get a degree or a certificate or their GED.

I concur wholeheartedly with the position taken by the Community College League of California...if there are to be any restrictions on admission to California's community colleges, this should and must be a local district decision. Our communities are different and our needs reflect those differences. Let us make those decisions at the local level.

I thank you very much.

THE ACADEMIC SENATES
SAN FRANCISCO COMMUNITY COLLEGE DISTRICT

Phelan Campus: 239-3611 Gough Street: 241-2203

1/10/92

To : Board of Governors
From : Laraine Koffman
President, Academic Senate (Campuses)
33 Gough Street, San Francisco 94103
Re : Revision of the Master Plan

I am here today to reiterate the concern that the California Community Colleges maintain open access and continue to be broad based.

Basic Skills education is an equal and important part of the Master Plan - - We must not forget or inadvertently neglect these students who rely on us for their first step in higher education.

At the City College of San Francisco Campuses there are over 2000 students per semester enrolled in Basic Skills and Transitional Studies courses. These offerings include Adult Literacy workshops with computer labs; High School Diploma and GED programs; and Basic English and Math courses for those many students who have graduated from high school without the ability to read and comprehend at a high enough level to succeed in the regular curriculum.

In addition there are Bridge courses that teach pre-vocational skills. Computer Bridge courses move ABE and ESL students directly into clerical programs in the Business and Computer Studies departments. Pre-voc Math and English classes prepare students for LVN, Apprenticeship, Business Machine Repair, and other trades.

We do a good job of rapid remediation, and are proud of the success with which the students move into academic classes or out into the job market.

Without the Basic Skills courses providing preparation, the success rate for Vocational courses, Transfer and other academic areas would fall.

Furthermore, the Transitional Studies areas supply a "safety net" for overflow from closed ESL classes. Many Asian and Latino immigrants are enrolled in Basic Skills courses to work on vocabulary, spelling and pronunciation until the appropriate level ESL classes open up.

GOVERNING BOARD: Mabel Teng, President • Dr. William Marquis, Vice President
Ernest "Chuck" Ayala • Robert E. Burton • Rodel Rodis, Esq. • Robert P. Varni • Dr. Tim Wolfred

86/87

CITY COLLEGE OF SAN FRANCISCO

CAMPUSES

1990 PROFILE

Prepared for the

Board of Trustees

September 26, 1991

prepared by: Leslie P. Smith
and Karen Nyhus
Research, Planning, and
Government Relations

City College of San Francisco -- Campuses

The City College of San Francisco Campuses provide mainly noncredit education to one out of ten San Francisco Adults every semester. During the academic year 1990 - 1991 715 faculty provided classroom instruction with support from counselors, resource instructors, librarians, classified and administrative staff.

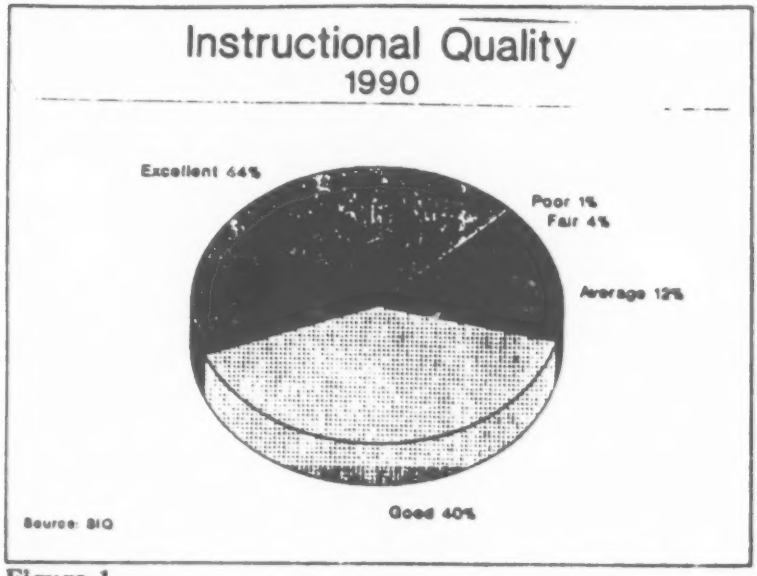

Figure 1

Continuing a tradition of excellence in education, over four out of five students reported above average quality of instruction.

In addition to the Phelan Avenue campus, there are 7 main campuses and 150 sites with educational offerings. Noncredit program offerings range from English as a Second Language to vocational training to parenting and education for older adults and the disabled student. The pattern of student enrollment by Funded Areas as seen in Figure 2 has held relatively constant over time.

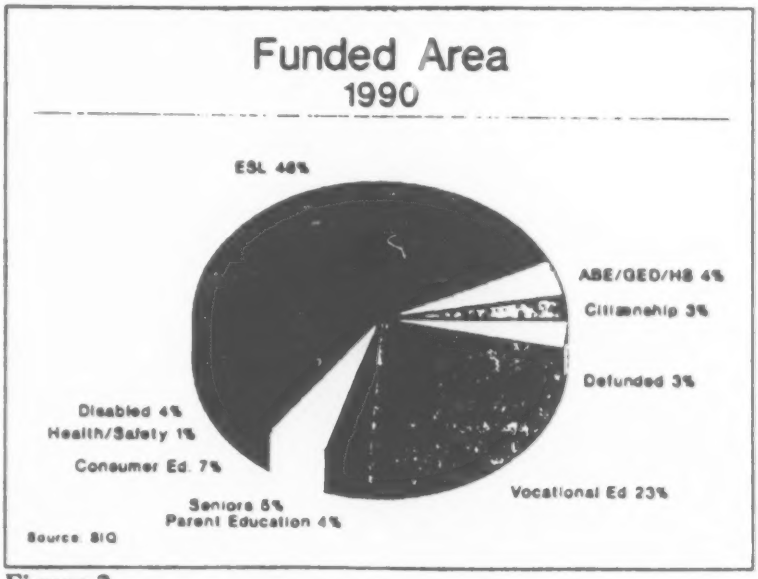

Figure 2

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There are significant differences in the student bodies of each Campus both because of their unique program offerings and because of their geographic location. In addition, as part of the reorganization, credit offerings have been added at each campus to meet student needs. Within broad parameters, each Campus caters to a diversified student clientele and that diversity creates challenges in education.

John Adams offers the high school programs, programs for disabled students, parenting and nursing programs as well as other vocational programs, such as computer studies and office occupations, and literacy and basic skills at the Adult Learning Campus. John O'Connell provides the apprenticeship and technical engineering programs and labor studies. Mission provides for ESL, amnesty, and citizenship programs to a largely hispanic population as well as GED and occupational programs for area residents. Mission is also responsible for the administration of the Senior Adult programs offered throughout the city. The Downtown Campus provides ESL courses as well as extensive business and computer programs as well as a hospitality program. To best serve the variety of needs of the downtown San Francisco community, this campus also administers the Contract Education and Civil Service Colleges as well as offering classes for City College of San Francisco and San Francisco State University. Alemany is almost entirely devoted to ESL. Chinatown/North Beach Campus is largely for ESL and Citizenship programs for native Chinese speakers, but it also provides a selection of vocational classes including word/data processing and clerical training. In addition, it administers the community service classes, primarily Art, for which a fee is charged. The Southeast Campus serves the Hunters Point/Bayview area primarily with basic education and occupational programs, including a fashion institute. The table following shows the distribution of enrollment among the Campuses.

Campus	Enrollment	Percent
John Adams	5 560	13.3
Alemany	8 048	19.2
Chinatown/N. Beach	7 826	18.7
Downtown Campus	4 736	11.3
Mission	7 416	17.7
John O'Connell	7 015	16.8
Southeast Campus	1 269	3.0
Total	41 870	100.0

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Since 1976, about 40% of the students have been male and 60% female. Because of the nature of its programs, about 2 of 3 John O'Connell students are men. The ratio in the technical programs is even more slanted as 40% of John O'Connell's students are seniors in Consumer Education courses and they are more likely to be women. In the other Campuses, there is a marked predominance of women. Southeast has the highest proportion of women at 68% and, except for O'Connell, Alemany the lowest at 58%.

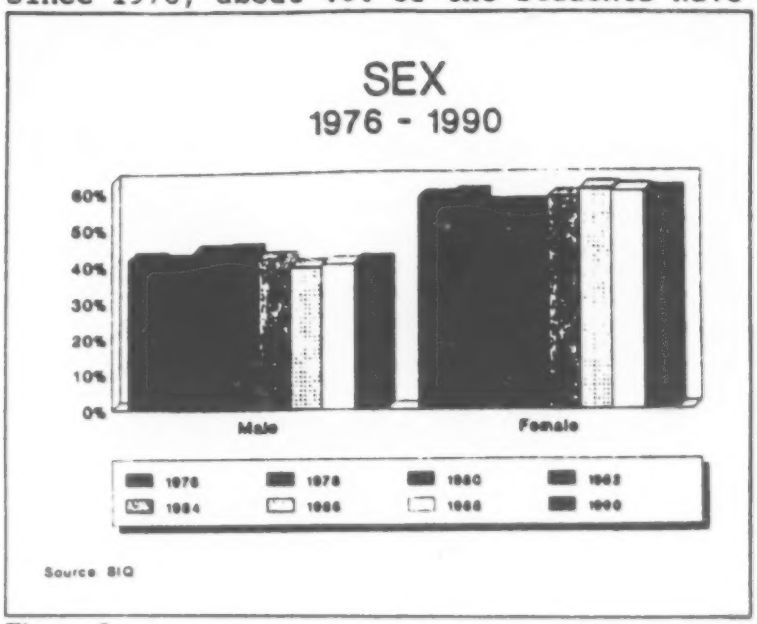

Figure 3

The median age of all noncredit students is 36 years. As can be seen from the chart below, the student population under 35 has declined fairly steadily over time. John O'Connell and Mission both have programs designed for the senior citizen and the median age of their students is 43 and 40, respectively. Chinatown also has a median age of 40 with one of two citizenship students and one of four ESL student over the age of 55. John Adams, with its high school and basic skills courses, has the lowest median age of 30 years.

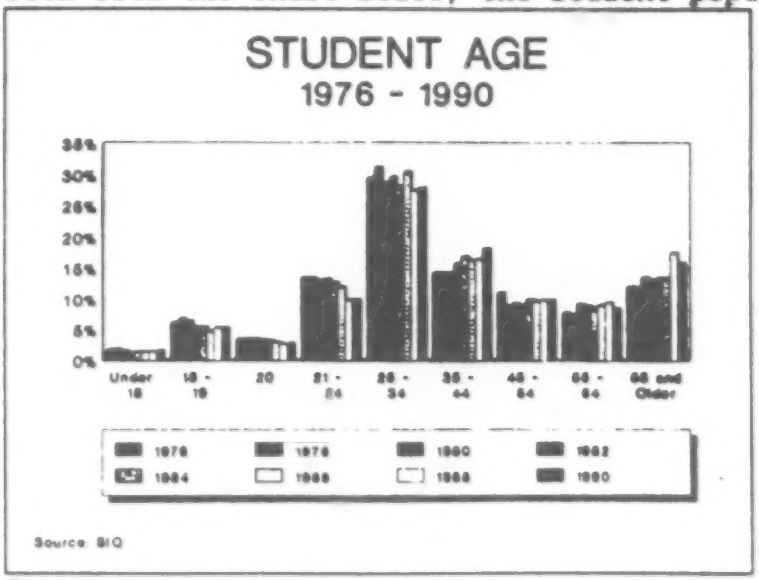

Figure 4

Although there is significant ethnic concentration at individual Campuses, each ethnic group is represented to a greater or lesser degree at each Campus. Certain Campuses, because of geography and programs, cater to different groups: 54% of Mission students are Hispanic; 35% of students at the Southeast Campus are Black; at the Chinatown/North Beach Campus, 77% of the student body are Chinese; John Adams and John O'Connell have the greatest concentration of White, 40% and 36% respectively. Over time, the Black and White population have tended to decrease, as the Chinese and Hispanic population increase.

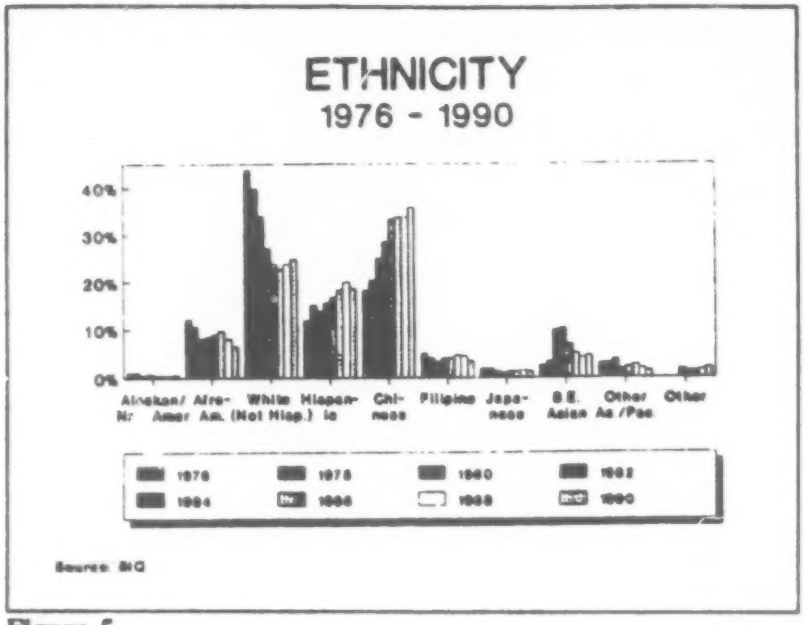

Figure 5

Native born citizenship status is closely related to the number of Black and White students and ranges from 1% at Alemany to 70% at the John Adams Campus. Naturalized citizens are at Chinatown in greatest numbers, but in the greatest proportion at O'Connell with 18%. Permanent residents correlate with Campuses with the larger Asian population. More than 75% of Chinatown students are Chinese and over 65% are permanent residents. Three of five refugees from Central or South America attend Mission as do almost one of two amnesty students. Eighty percent of all Soviet refugees and 58% of all Southeast Asian refugees are at Alemany.

Related to ethnicity and citizenship is the primary language spoken at home. Seventy-eight percent of all English speakers are either White or Black. The proportion of students speaking English at home ranges from a low of 1% at Alemany to 73% at John Adams. Thirty percent of Mission students speak English at home with over 50% speaking Spanish. More than six times as many students speak Cantonese at home as speak Mandarin; the latter are primarily at Alemany, the Downtown Campus, and Chinatown. About half of the Cantonese speaking students attend the Chinatown/North Beach Campus with one in six at Alemany.

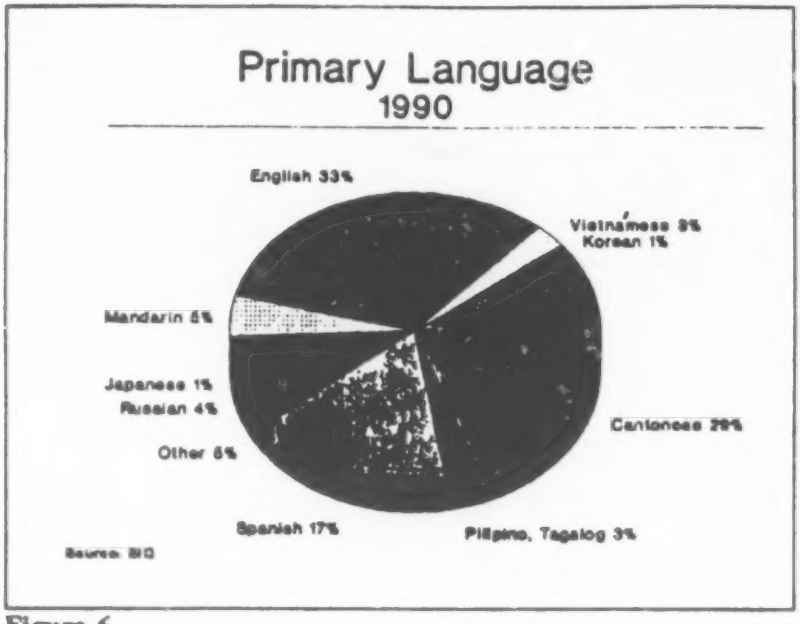

Figure 6

A diverse pattern exists as to means of getting to school. Forty-two percent of John O'Connell students drive to school, perhaps because of their specialized programs, which draw people from throughout the city. An additional explanation might be that 27% of their students come from outside of San Francisco compared to 8% in all other Campuses combined. Although one of three John Adams and Southeast Campus students drive their cars, 36% and 30%, respectively, use MUNI. Overall use of MUNI ranges from 25% at O'Connell to 61% at the Downtown Campus. Over one of five students consider walking the optimal choice, ranging from 1 of 3 Chinatown/North Beach students to only 1 of 9 John Adams students.

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Thirty-seven percent of all students have an academic goal, while 30% are attending class for vocational reasons. Five out of nine Alemany students have a primary goal of learning English as do four of ten Chinatown and almost three of ten Downtown Campus students. Occupational interests are paramount at John O'Connell and the Downtown and Southeast Campuses.

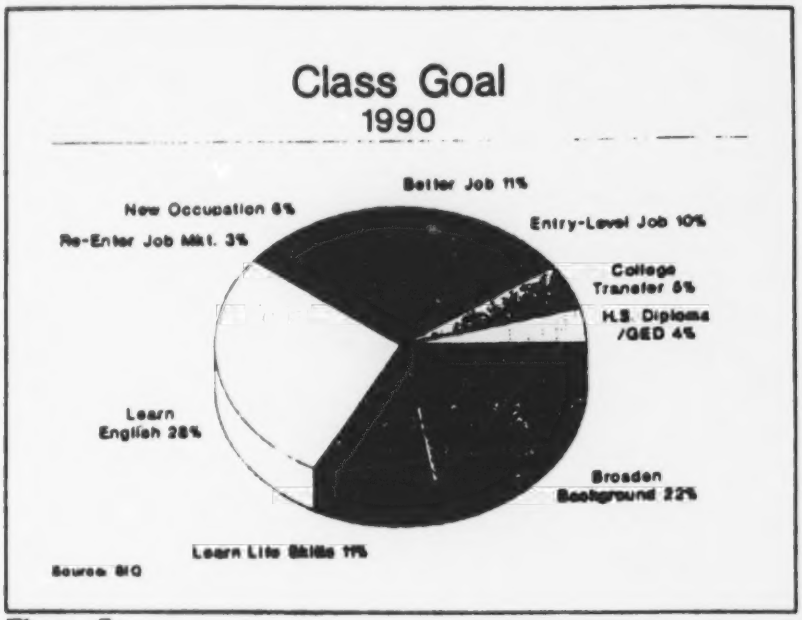

Figure 7

The students at Alemany and Chinatown have had less education than their fellow students at other Campuses and what education they have had has been largely foreign. Of the half of the Chinatown students educated in the United States, 40% reported a community college degree or higher. Forty-one percent of the students at the Downtown Campus and 33% of the John Adams students also reports a community college degree or beyond.

One of the more significant variables among the Campuses is the number of hours per week students attend class. At John O'Connell the median is five hours whereas around one-quarter of students at both Alemany and Downtown attend 18 or more hours a week. The mode for all Campuses is 11 or 12 hours per week of course work.

About one in three students attended classes during the summer, with John Adams students attending at only 13%. Some 30% of John Adams Campus students are attending the San Francisco Community College Campuses for the first time. This percent drops to less than 20% for John O'Connell.

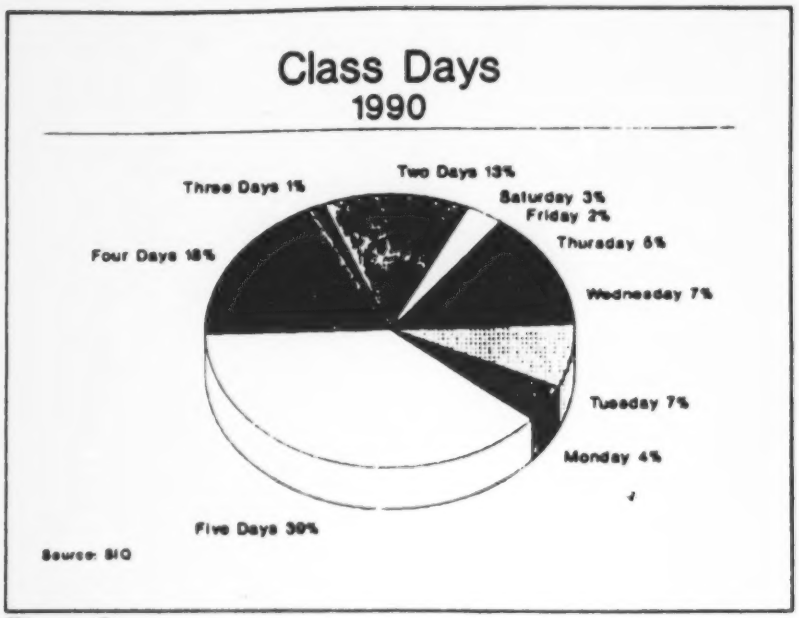

Figure 8

At Alemany, 95% of the students attend classes that meet four or five days a week; at Chinatown and Downtown Campus the rate is around 70%. Ninety-one percent of John O'Connell students attend class once or twice a week. John O'Connell, Chinatown, and Southeast have a significant clientele attending Saturday classes.

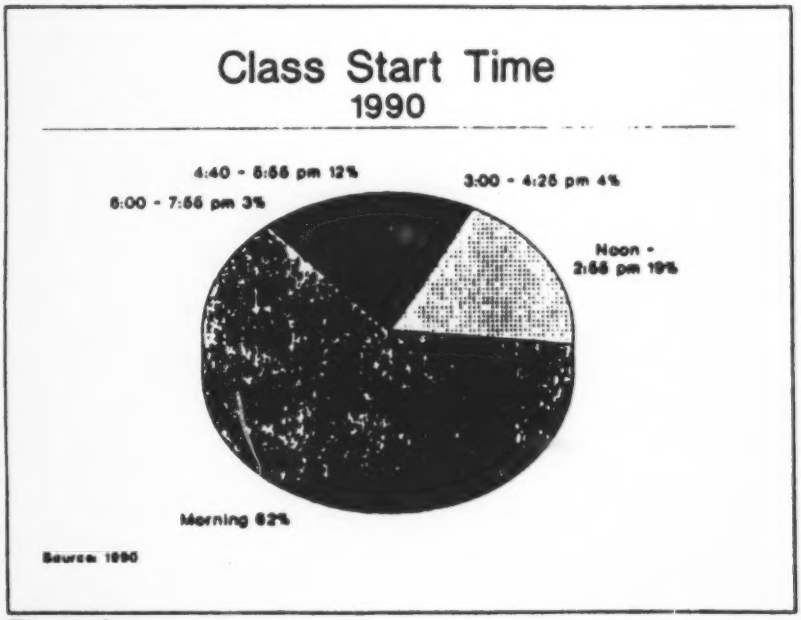

Figure 9

Over half of all classes are held before noon at all centers except Alemany and Chinatown. Early afternoon classes are limited. About one out of four classes take place in the evening.

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One in three students work full-time, ranging from over one in five at Mission to almost one in two at Chinatown. About one in five Downtown and Southeast students are actively seeking work. Considering that almost 2 of 3 vocational students at O'Connell are already employed full-time it is not surprising that only 8% are seeking work. Alemany has the greatest proportion of full-time students, about one in five. John Adams, Downtown, and Southeast follow with 17%, 15%, and 14%, respectively. Retired persons make up a 34% of O'Connell and 29% of Mission students.

Three of five students felt the need for student services ranging from 74% at Downtown and 69% at Alemany to 40% at John O'Connell. Some one of two students desired job counseling, program planning or job placement services, varying among centers. Over 80% of students in basic skills classes anticipated using some type of student service as did 72% of all ESL students compared to only 11% of those enrolled in classes for senior citizens. Forty-six percent of all vocational students wanted either career counseling or job placement counseling, while 44% of citizenship students wanted help with educational planning.

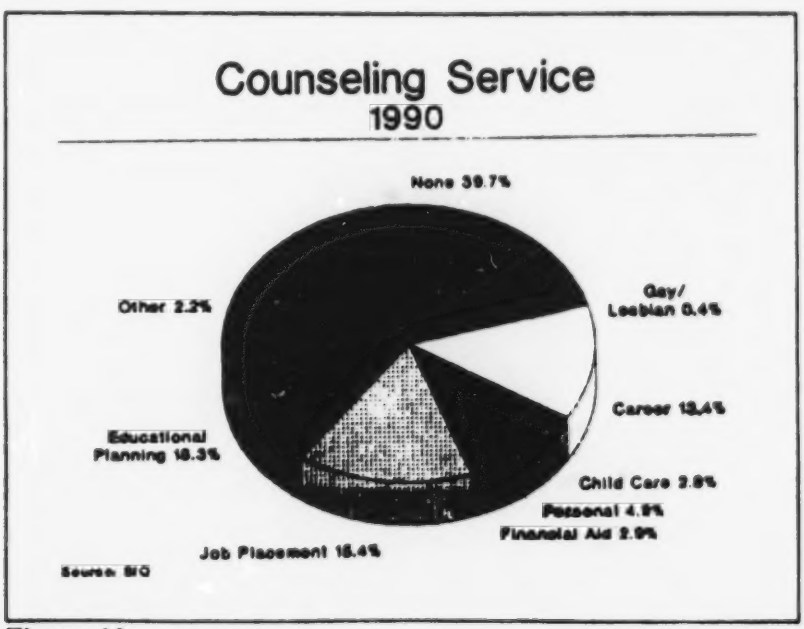

Figure 10

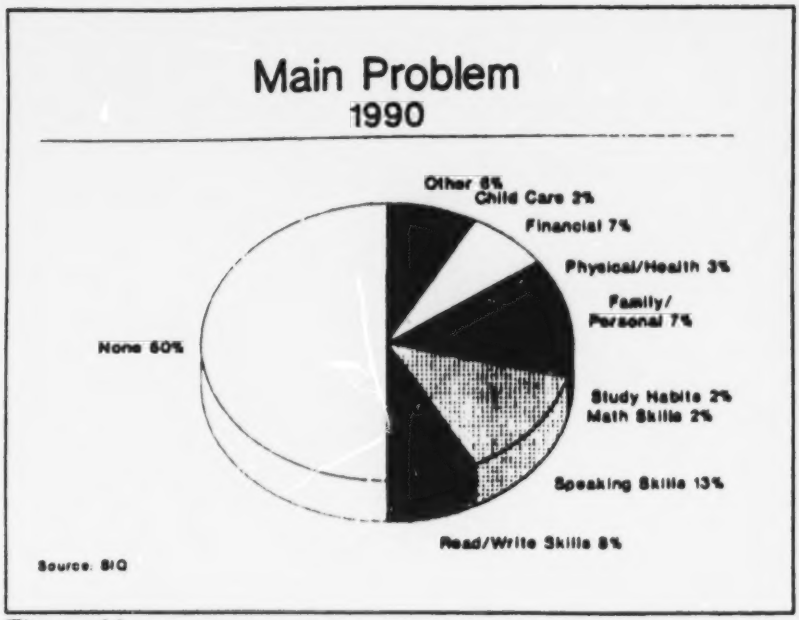

Figure 11

The John O'Connell students felt very strongly that they would have no problem completing the course. Of those 40% at John Adams who might have problems, various needs were stated. In Alemany, Chinatown and Downtown, basic skills might be a potential problems, particularly speaking skills.

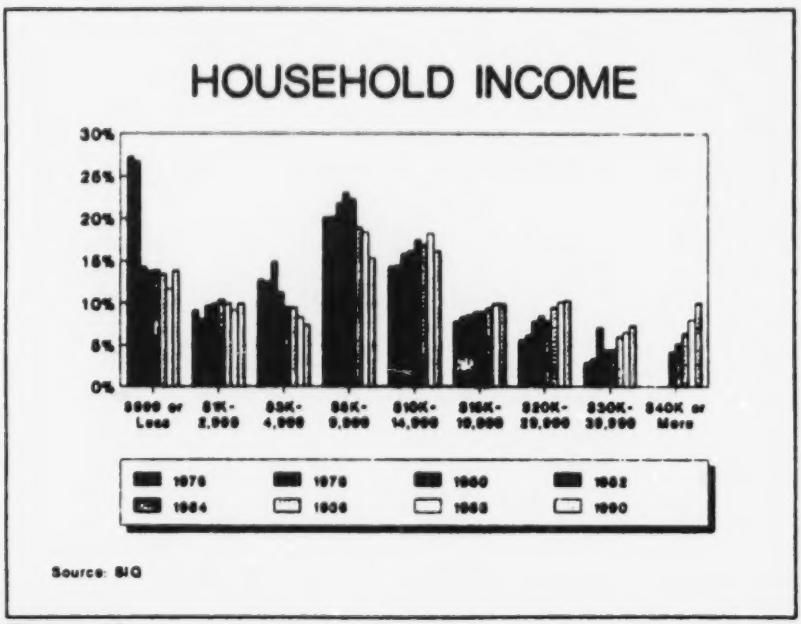

Figure 12

As would be expected incomes in the upper ranges have increased over time. What is unusual is that the number of students reporting incomes in the lowest levels is also increasing. Whereas only about 7% of the students thought they might have a financial problem ranging up to 10% at Alemany Campus, about 14% of all students had household incomes of less than $1,000. The median household income ranges from a low of $7,900 at Alemany and $9,000 at Southeast to a high of $16,800 at John Adams where one in three students reported incomes of over $30,000.

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Over the years there has been consolidation and reassignment of programs to the various Campuses such that historic comparison of each Campus is not too meaningful for general analysis. This brief discussion of the student body as a whole and the differences among the Campuses demonstrates that each Campus has a character of its own which may be lost in a discussion of the typical Campus student. That diversity, largely dependent upon geography and programming should assure all prospective students that there is a Campus and a program to meet individual needs. With the reorganization of City College of San Francisco into one unified college, analysis will be needed to assess the changing role for each campus to meet the individual and composite needs.

If California were able to rely on old immigrant employment patterns, community college ESL programs might well be more expendable. Newcomers very commonly found industrial employment where language limitations were not crucial and left their next generation to become fully fluent in the language of the new country.

Unfortunately for such newcomers, the jobs to support such a pattern are no longer available in California. The jobs which permit supporting a family require technical skills which must be supported with a facility in English.

Several speakers today have already mentioned the role played by classes in English as a Second Language as instrumental in the integration of immigrants into the workforce and thus the ranks of taxpayers. Still, some elements of the ESL curriculum have a tendency to provide a natural target when programs are viewed as benefit vs. cost.

In a system where courses carrying neither academic credit nor obvious employment preparation tend to be suspect, non-credit ESL needs to be viewed in light of its impact on vocational programs. At Yuba College, where I teach, an automotive course specifically designed for ESL students has been instituted. At American River, my other school, vocational education adjunct modules in the Learning Resources Center and regularly scheduled courses form the language basis for students. These do not appear as part of the vocational programs themselves. However, their loss would have a direct, damaging impact on those programs. Having taught these students, I can attest to the skills many bring to our state; this semester I had two engineers, a physicist, and two nurses in my classes. Their talents and industry are resources that I would hate to see wasted.

Having established ESL's value in the community colleges' mission, we should also consider what it takes to run an ESL program well. Language skills are cumulative; the better-coordinated a program's courses are, the better the program will work.

A survey by CATESOL last year found that 85% of non-credit ESL course instructors at community colleges were part-timers. I would ask you to imagine trying to forge a coherent program where coordination depends on both goodwill and schedule compatibility among an overwhelmingly part-time faculty. I am probably on the leisurely end of the "freeway flier" syndrome; I only drive 150 miles a day unless I have to retrace my steps for a faculty meeting. If I do so, the mileage becomes 210 miles.

AB 1994 will require that some of Proposition 98 money go to providing part-time faculty with medical insurance coverage. Since part-timers can already participate in STRS, this will eliminate a large advantage of continuing the current high ratio of part-timers. We urge that some consideration be given to increasing the percentage of full-time ESL faculty and thus enhancing the coherence and effectiveness of those programs.

Thank you for your time.

John Gamber
Yuba and American River Colleges.

FACCC 100\101
Faculty Association of California Community Colleges

January 10, 1992
PRESENTATION TO THE BOARD OF GOVERNORS
ERNA NOBLE, PRESIDENT
FACULTY ASSOCIATION OF CALIFORNIA COMMUNITY COLLEGES

First, I want to thank the Board of Governors for this opportunity to share with you the concerns of the faculty I represent - the concerns of the faculty who, while we sit inside this room, are out there teaching students the skills they need to get or seek a job, or transfer to a university.

Faculty are pleased with the partnership we've forged with this board - and with local boards. The share governance process you've endorsed is working. There are still some bugs to work out. Some recalcitrant districts are still refusing to enter this new era. We are counting on your continued support to make shared governance successful.

Shared governance means full faculty participation in every aspect of the life of our colleges. That means that faculty must be involved in any effort to change or evaluate the Master Plan. The good news of the Governor's budget should quiet some of the voices who say the Community Colleges can no longer afford open access. The governor has given us a reprieve this year and so, perhaps, we will not hear any more calls for a reexamination of our mission of our Master Plan -- for this year, at least. But our problems are still not over. Our enrollment is still increasing faster than our funding. Faculty remain committed to open access and want to be involved in any future discussions about fees or any changes in our mission.

AB 1725 said the Community Colleges' top priorities are vocational and transfer education. Last year, the Legislature also acknowledged the importance of basic skills with a special budget augmentation. Transfer programs have also received special funds for centers, and there are proposed incentives for colleges who increase transfer rates. As a dental assisting instructor who has a special place in her heart for vocational education, I have to ask-have we forgotten about our traditional voc ed programs? 60-percent of Community College students are enrolled in vocational classes. Those students shouldn't be left behind while transfer, basic skills and economic development programs get special treatment and special funding.

Economic development is one area where faculty see a lot of promise -- and some problems. Tim, yesterday you summed up the faculty position perfectly when you said we should be sure we're in the education business, not the consulting business. FACCC is concerned that, in our eagerness to help California businesses, we not lose sight of our educational mission. If our

faculty can go to the workplace and teach workers job skills they need—and if that program is fully self-supporting with all costs borne by the business benefitting from the instruction—then you have the faculty's support. That's called contract ed and we have no problems with it.

We do have a problem with money being diverted from other programs into economic development. We ask our students to pay for part of their education through fees. We should not be donating services to the business community when they can and should pay for the help.

Many of the economic development programs on our campuses are operating in isolation. And, frankly, anytime something operates in isolation, it's suspect. Faculty want to be involved in these programs and they **need** to be involved.

Faculty would like to see many of these economic development programs broadened so that they leave students with more than just the narrow skills needed for one particular job. Throughout our vocational programs, we are trying to integrate the basic skills required in today's job market. Let's do the same in our economic development initiatives.

My recommendation to this board would be that the Chancellor's office provide training to administrators and faculty in the administration of economic development as well as providing them with model economic development projects so each college doesn't have to reinvent the wheel. These models should stress faculty involvement. Faculty have important things to offer economic development—after all, we are the voc ed experts!

Today, I would also like to remind the Board about the thorny problem of the division of VEA funds. As the vocational education laws change, it is logical that the distribution of voc ed funds will change, too. Last year, there was a seven-month delay while a committee figured out how to divide the money. We need to come up with a better way to get that money out to the field sooner.

Finally, I have a few comments on the Commission on Innovation. I am co-chairing the task force on Instruction. We are looking at ways our colleges can change to meet the changing needs of our students, particularly the new majority students who may be the first in their family to go to college. It is my hope that this massive, 18-month project will be more than just an exercise in brainstorming.

We are being urged to think creatively. You on this board will have to think practically. It is my goal to present the Commission and, ultimately, this board, with workable ideas to improve the way we teach and reach our students. My colleagues on the management and facilities task forces plan to do the same. This can be an exciting process to unearth new ideas for a new era in the Community Colleges. Thank you for that opportunity—and the opportunity today to share my thoughts with you.

ERIC Clearinghouse for
Junior Colleges

MAR 27 1992